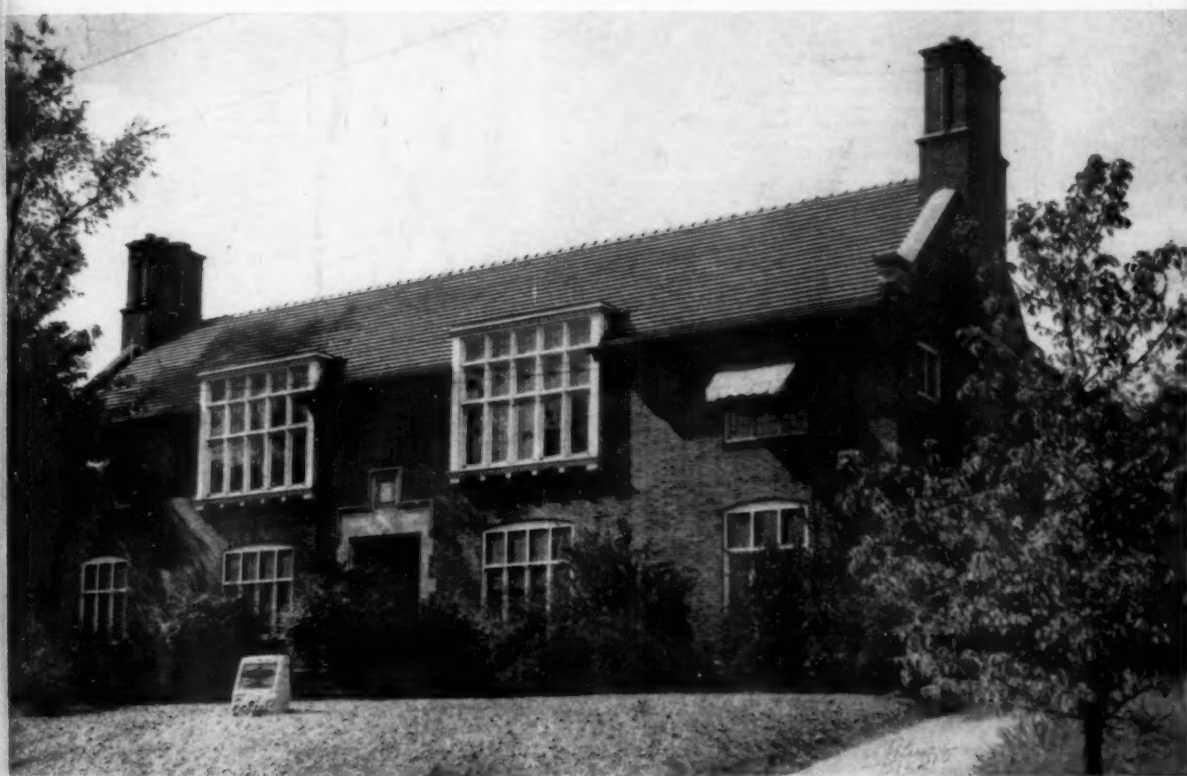


LIBRARY OF
CENTRAL COLLEGE
Fayette, Missouri



SCHOOL *And Community*

ASSOCIATION ACTIVITIES NUMBER



Featuring Reports of Policy and Plans Committee, Reports of Other Committees, and Sundry Materials Bearing on School Problems.

45500

Will Need to Preserve
this Number for Future Use.

January, 1940
Volume XXVI Number 1

EUREKA !



AS ONE TEACHER TO ANOTHER:

"THE PUPILS READING CIRCLE LIST prepared by my Teachers Association is of the greatest help to me in ordering books. It not only helps me to decide what books my school needs; it is a real life saver in assisting me to know how to use them. I can now plan my units of work to fit the State Courses of Study with a minimum of work and a maximum of satisfaction.

"I order all my books from The Missouri State Teachers Association. It worked out this helpful plan, therefore it's entitled to the business. Besides whatever profits are made are used to help the cause of education in Missouri."

SEND ALL ORDERS TO
Missouri State Teachers Association, Columbia, Missouri

Announcing **DEMOCRACY**
the publication, on **★ READERS ★**
January 2, of



The Editors:
PRUDENCE CUTRIGHT
*Assistant Superintendent
 Minneapolis Public Schools*

and

W. W. CHARTERS
Ohio State University



The Authors:
LOIS G. NEMEC
MAYBELL G. BUSH
HELEN M. BRINDL
RUTH MILLS ROBINSON
EDNA MORGAN
ALLEN Y. KING
IDA DENNIS



*To secure these books in
 ample time for use in the
 second term, we urge you
 to send your orders now,
 for immediate delivery up-
 on publication, to*

**THE
 MACMILLAN
 COMPANY**

**2459 Prairie Avenue
 Chicago**

A NEW SERIES OF BOOKS FOR THE
 EDUCATION OF CHILDREN IN THE
 AMERICAN WAY OF LIVING • GRADES 1-6

Primer: **SCHOOL FRIENDS** Fourth Reader: **TOWARD FREEDOM**

First Reader: **LET'S TAKE TURNS** Fifth Reader: **PIONEERING IN
 DEMOCRACY**

Second Reader: **ENJOYING OUR
 LAND**

Third Reader: **YOUR LAND AND
 MINE** Sixth Reader: **THE WAY OF
 DEMOCRACY**

— **SPARKLING, ORIGINAL STORIES** —

emphasizing in constructive fashion for children (1) the characteristics of democracy which belong to our heritage; (2) the growth of democracy out of man's long struggle for freedom; and (3) our responsibility for the preservation of the unique qualities of American life.

— **GRADED PROGRESSIVELY** —

from book to book, as to content, concept, and vocabulary. **DEMOCRACY READERS** provide a **planned, unified program**, from the primer through the sixth reader, prepared with the same controlled development as the best basal readers for these grades.

— **IN SETTINGS OF LOVELY PICTURES** —

drawn especially for these books, and combining with the bright, colorful bindings and the appealing typography to produce books that are among the most beautiful ever prepared for elementary school use.

Helping the Community "Carry On"

*\$2,121,297.96 For Direct Taxes
Paid in 1938*

Here is food for thought. It brings home to the individual, as well as citizen groups, what a worthwhile contribution to the community this payment of taxes means.

\$5,800.00 A DAY IN TAXES WAS PAID BY THIS COMPANY IN 1938. This helped to support our educational institutions—law enforcement—fire protection and maintenance of city, county, state and federal public buildings.

And in addition—\$10,500.00 A DAY WAS PAID OUT IN WAGES TO COMPANY EMPLOYEES. Over 2,000 men and women employees were paid \$3,804,367.00 during 1939. This annual payroll supported many other business enterprises.

Since 1915 our expenses have increased—

Our customers have increased.....	265%
Our employees have increased.....	345%
Our payroll has increased.....	796%
Our taxes have increased.....	2090%

Yet, in spite of INCREASED COSTS, electric rates have steadily DECREASED!



Kansas City Power & Light Co.

An organization of 2,200 Missourians ready 24 hours a day
to give you the best electric service available.

TO THE TEACHER WHO NEEDS A \$100 LOAN

How you can borrow \$100 if you can pay back \$9.75 a month

THIS advertisement is addressed to the teacher who is thinking of getting a loan. Before you borrow we believe that you should ask yourself two questions: 1. Will a loan help me out of my money difficulty or get me in deeper? 2. Will the repayment plan suit my purse?

Choose your own payment plan

The table below shows just how much you pay on a Household Finance loan. Suppose you need \$100. Find this amount in the first column of the table. Then read across, picking out the monthly payment which is convenient for you to make. Note, for instance, that \$9.75 a month will repay a \$100 loan in full in twelve months.

You may prefer to make larger payments and thus pay up sooner. Note that the sooner you repay, the

less your loan costs. Four installments of \$26.58, for instance, will repay a \$100 loan in full. The cost in this case is only \$6.32. (All payments shown in the table include the charges. You pay nothing more.)

Borrow on your note

You need no stocks, bonds or other security to borrow at Household Finance. You merely sign a note. No credit inquiries are made of friends or relatives. You get your loan in a simple, private, business-like transaction.

Please apply for your loan at the nearest Household Finance office. Or you may borrow by mail. The coupon below will bring you, without obligation, full information about this service.

Schools use Household booklets
To help borrowers practice budget-

ing and get more from their incomes, Household publishes a series of practical booklets on money management and better buymanship. Many schools and colleges use these helpful publications as supplementary texts in home economics. You are invited to ask for copies at your Household Finance branch. Or write for a list of the titles in the Household Finance Library of Consumer Education.

LOCALLY MANAGED HOUSEHOLD OFFICES in 3 Missouri Cities

KANSAS CITY

2nd Floor, Shankman Bldg., 3119 Troost Ave., Valentine 2157.

2nd Floor, The Dierks Bldg., 1006 Grand Ave., Harrison 4025.

2nd Floor, Bryant Bldg., 11th and Grand Ave., Victor 1425.

ST. LOUIS

2nd Floor, 705 Olive St., Cor. Olive and 7th Sts., Central 7321.

4th Floor, Missouri Theatre Bldg., 634 No. Grand Blvd., Jefferson 5300.

ST. JOSEPH

4th Floor, Tootle Bldg., Cor. Sixth and Francis Sts., Phone: 2-5495.

Call at or phone the nearest Household office or mail this coupon to nearest office. All negotiations can be completed by mail.

CASH LOAN YOU GET ↓	AMOUNT YOU PAY BACK EACH MONTH Including All Charges							
	4 months loan	6 months loan	8 months loan	10 months loan	12 months loan	16 months loan	20 months loan	25 months loan
\$ 20	\$ 5.32	\$ 3.63	\$ 2.79	\$ 2.29	\$ 1.95			
50	13.29	9.08	6.97	5.71	4.87			
70	18.61	12.71	9.76	8.00	6.82	\$ 5.36	\$ 4.49	
100	26.58	18.15	13.95	11.43	9.75	7.66	6.41	\$ 5.43
125	33.23	22.69	17.43	14.28	12.19	9.57	8.02	6.78
150	39.87	27.23	20.92	17.14	14.62	11.49	9.62	8.14
175	46.52	31.77	24.41	20.00	17.06	13.40	11.23	9.50
200	53.16	36.31	27.89	22.85	19.50	15.32	12.83	10.86
250	66.45	45.39	34.87	28.56	24.37	19.15	16.04	13.57
300	79.75	54.46	41.84	34.28	29.25	22.98	19.24	16.28

WE GUARANTEE the total amount figured by using this table to be the full amount you will pay, when payments are made on schedule. You will pay less if you pay your loan ahead of time since you pay charges only for the actual time you have the money. Payments are calculated at Household's rate of $2\frac{1}{4}\%$ per month.

B. E. Henderson
B. E. HENDERSON, PRESIDENT

"Doctor of Family Finances"

HOUSEHOLD FINANCE

CORPORATION . . . Loans—\$20 to \$300



FREE BOOKLET AND APPLICATION BLANK

Mail this coupon whether you wish an immediate loan or not. You never know when this information will come in handy. If loan is wanted now, state amount desired.

Household Finance Corporation
(See addresses above—mail to nearest office)

SC

Please mail me free copy of your brochure: "How to Get a Teacher Loan on Household's Special Payment Plan." I understand this request places me under no obligation to negotiate a loan.

Name.....

Address.....

City.....State.....

Amount I wish to borrow \$.....for.....Months

SCHOOL AND COMMUNITY

OFFICIAL ORGAN OF THE MISSOURI STATE TEACHERS ASSOCIATION

THOS. J. WALKER,
Editor and Manager

INKS FRANKLIN,
Associate Editor

Contents

JANUARY, 1940

Vol. XXVI No. 1

Published monthly, except June, July and August, at Columbia, Mo., by the Missouri State Teachers Association as per Article VI, Section 6 of the Constitution of the M. S. T. A., under the direction of the Executive Committee.

Entered as Second-Class matter, October 29, 1915, at the Postoffice at Columbia, Missouri, under Act of March 3, 1879. Acceptance for mailing at special rate provided for in Section 1103, Act of Oct. 3, 1917; authorized May 17, 1921.

Annual membership dues \$2.00, \$1.00 of which is to cover cost of School and Community. Subscription to non-members, \$2.00 a year.

Change of Address—If you have your address changed give old as well as new address.

Send All Contributions to the Editor.

General Officers

Lloyd W. King, President, Jefferson City, State Superintendent of Public Schools; R. M. Inbody, 1st V.-Pres., St. Louis, Teacher, Roosevelt High School; Mary Flahive, 2nd V.-Pres., Kansas City, Teacher, Hale H. Cook School; Naomi Pott, 3rd V.-Pres., Cape Girardeau, Teacher, High School; Thomas J. Walker, Columbia, Secretary-Treasurer, Editor, School and Community; T. E. Vaughan, Columbia, Associate Secretary and Business Manager; Everett Keith, Columbia, Assistant Secretary, Director of Public Relations; Inks Franklin, Columbia, Assistant Secretary, Associate Editor.

Executive Committee

Clarence W. Mackey, Chairman, Mexico, Principal, Junior-Senior High School, 1940; Lloyd W. King, Ex-Officio, Jefferson City, State Superintendent of Public Schools; R. M. Inbody, Ex-officio, St. Louis, Teacher, Roosevelt High School; Leslie H. Bell, Lexington, Superintendent of Schools, 1940; Mary C. Ralls, Kansas City, Teacher, E. C. White School, 1940; Hugh K. Graham, Trenton, Superintendent Grundy County Schools, 1941; Aaron C. Halley, Mountain Grove, Superintendent of Schools, 1941; Mrs. Ethel R. Parker, Vienna, Superintendent Maries County Schools, 1941; Phillip J. Hickey, St. Louis, Secretary, Board of Education, 1942; Roy E. Taylor, Heroulanum, Superintendent of Schools, 1942; Nellie W. Utz, St. Joseph, Teacher, Humboldt High School, 1942.

Picture Study	5
Editorial	
This Issue	7
A New Year's Resolve	8
Report of the Policy and Plans Committee	8
The Functions of Education and Their Implications in Formulating Educational Policies and Plans	10
For Whom Should Educational Services be Provided?	12
The Services of Education	13
The Support of An Adequate Program of Education	18
The Relation of the School to Other Social Processes and Institutions	19
Bridging the Gap Between School and Employment	25
A Suggestive School District Reorganization Program for the State of Missouri	33
Report of the Executive Committee—November, 1939	38
Report of the Necrology Committee	42
Report of the Committee on Teachers' Salaries and Term of Office, 1939	43
Report of the Committee on Professional Standards and Ethics	45
Report of the Committee on Legislation	46
Important Conventions	48
Index to Advertisers	48

EDUCATIONAL PRESS ASSOCIATION
OF AMERICA

THE VIGIL

by
John Pettie



THIS ARTIST, John Pettie, has taken the fascinating subject of Knighthood, and given us an interesting phase of it in "THE VIGIL." The young squire has been kneeling before the altar all the hours of the night, and will receive the accolade or blow of knighthood in the morning.

Lines of strength claim our attention at once: the figure of the knight and his sword first, balanced by the massive column of the altar at the right and by the heavy-based columns in the background, all making the feeling of strength dominant. The horizontal lines of the floor and the bases of the columns emphasize this by contrast.

The rich red of the brocaded cape falling in such graceful folds with those of the white robe, lends the touch of warm color that is needed in the mass of soft grays and browns. It symbolizes the willingness of the knight to shed his blood in defense of his vows of chivalry; and the white signifies his purity. The touch of gray light coming in through the doorway half hidden in the background by a column, tells us that it is dawn, and that the knight's vigil will soon be over. The light which comes from above the altar, aided by the position of the young knight near the center and in the foreground, makes him the most important part of the picture pattern. The helmet and shield, with the armorial device of a griffin upon it, and the chain and plate armor, are all in readiness before the altar.

"On lonesome road, beset with dread,
My questing lies afar.
I have no light, save in the east
The gleaming of thy star."

Lines from "Hora Christi" by Alice Brown

Orders for this material and all other supplementary material for carrying out the work of the courses of Study should be sent to

Missouri State Teachers Association
Thos. J. Walker, Secretary
Columbia, Missouri

January, 1940



LEAP YEAR 1288. According to a Scottish law, any eligible man who received a proposal of marriage from any unmarried woman had to accept or pay a fine.

KILLED during 1938, latest available information reveals, were about 13,500 children under fifteen. No wonder safety education has become one of the most important units in the curriculum. **THE HEALTHY LIFE SERIES, A Course in Safety Education** by Fowlkes, Jackson, and Jackson, presents a complete treatment of safety in its natural, inseparable relationship to health.

PROPAGANDA—what is it? How can it be recognized? One way is through unbiased teaching of American history in high school. In **HISTORIC CURRENTS IN CHANGING AMERICA**, Carman, Kimmel, and Walker dared to attempt—and have achieved truth.

AUTHOGRAM

"MEANINGFUL RELATIONSHIPS, SUPERSEDING MECHANICAL DRILLS, REDUCE TRIAL AND ERROR IN READING LESSONS. READING EXPERIENCES MUST BE MEANINGFUL TO LAY THE FOUNDATION FOR MATURE READING SKILLS, ESTABLISH CORRECT READING HABITS, AND BUILD FAVORABLE READING ATTITUDES."

—Dr. Gertrude Hildreth

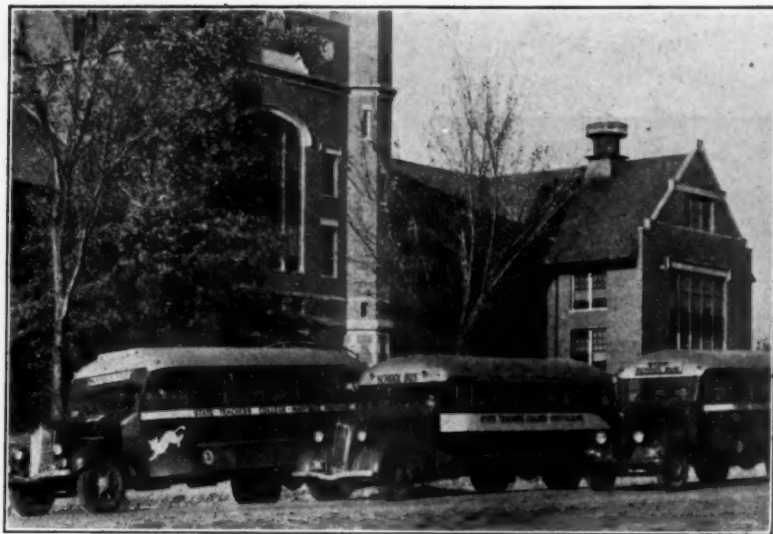
THE NEW Winston primary series, **EASY GROWTH IN READING**, is carrying Dr. Hildreth's reading program to every part of the United States. Collaborating are the reading specialists, Allie Lou Felton, Mabel Henderson, and Alice Meighen and a group of prominent authors, editors, and artists.

TRULY "big business." Each year \$2,650,000,000 is invested in education in the United States.

JUST RELEASED, How to READ AIRCRAFT BLUEPRINTS by Owens and Slingluff, is the WINSTON contribution to the program for developing aviation workers.

The JOHN C. **WINSTON** COMPANY
WINSTON BLDG. PHILADELPHIA PA.
CHICAGO ATLANTA DALLAS LOS ANGELES

*The present fleet
of three Superior
All-Steel Safety
School buses in
the service of
State Teachers
College, Maryville,
Missouri.*



. . . so they bought their THIRD Superior

In 1937, State Teachers College, Maryville, Missouri, purchased two SUPERIOR ALL-STEEL SAFETY SCHOOL BUS BODIES. And in 1939 they came back and bought another.

Why? Simply because, as in more than 200 Missouri school districts, State Teachers College of Maryville found in SUPERIOR ALL-STEEL SAFETY SCHOOL BUS BODIES the ideal combination of complete safety, absolute comfort, fine styling, stamina and rock-bottom economy of operation and maintenance.

And this is a typical example . . . just one of the many similar cases which prove that SUPERIOR performance after purchase completely lives up to the highest expectations and the most exacting demands of actual, daily service.

You can enjoy the same satisfaction. For convincing proof just write to us now for full information about SUPERIOR ALL-STEEL SAFETY SCHOOL BUS BODIES.

KEYSTONE TRAILER & EQUIPMENT COMPANY

2100 E. Tenth St.
Kansas City, Mo.

1700 Pine St.
St. Louis, Mo.

EDITORIALS



THIS ISSUE

THIS ISSUE of School and Community is devoted largely to the activities of the Missouri State Teachers Association. It is the thought of those responsible for this edition that its contents will be of value to each member by offering, so far as an issue can, a mass of material which will enable each to visualize in a broad way some of the important aims of our organization and the methods employed for approaching these aims. It is our hope that you will study each of the documents presented as representing at least a stage in the development of an issue vital to the interests of education in Missouri.

Important in their content and in their implications are the several reports of the Policy and Plans Committee printed herein. The individuals who formulated these statements on the subjects assigned to them have spent much time and study in their preparation. For the most part, these have been submitted to and accepted for publication by the whole Committee. The Committee was authorized by the Assembly of Delegates in November, 1936 and appointed by the Executive Committee soon thereafter. The pronouncements it is making are the first the Committee has made. The statements do not represent dicta upon which nothing more is to be said. On the contrary, the subjects are of such importance as to merit the most careful study and the most critical examination on the part of teachers and citizens. A casual reading of them may give one the impression that they are non-controversial, and even somewhat platitudinous, but a more careful study convinces one that such is not the case. They are issues that cannot be ignored, and they should not be rejected or accepted without much study and broad discussion.

The Assembly of Delegates, which authorized the State Policy and Plans Committee, also created a similar committee in each Community Association composed of the executive committee of each of such associations. The duties of this local committee are "to work in conjunction with the Committee on Policies and Plans of the State Association, to bring before the Community Teachers Associations, and where appropriate and necessary to the general public, such measures and suggestions as the State Committee on Policies and Plans may desire to have emphasized in the Community Teachers Association; to prepare and to sponsor at least three programs each year."

Also in this number are five committee reports, in addition to the report of the Policy and Plans Committee, made to the Assembly of Delegates. They are Professional Standards and Ethics, Legislation, Teachers' Salaries and Term of Office, Necrology, and Executive. Each of these merits your consideration.

Two important committee reports were published in the December issue, Sources of School Revenue and Resolutions. These should be considered along with the reports in this issue.

From time to time, matters of Association problems will be published herein. It is your duty as a teacher

to familiarize yourself with them and no less is it your duty to encourage their consideration by your entire Community Association.

A NEW YEAR'S RESOLVE---

I WILL throughout the year 1940 be an active member of my professional group. I will study its problems to the end that I may understand them and intelligently explain them to interested teachers and citizens. I will do all that a good teacher may be expected to do to keep patrons and public informed on issues which affect the welfare of children and which through children bear upon the well being of our country as a whole.

Report of the Policy and Plans Committee

THE COMMITTEE ON ITS ORGANIZATION immediately found and still finds itself face to face with two gigantic problems: first, the task of democratically evolving materials in different areas; second, the task of taking these materials in a real and effective way with an interplay of give and take to the some two hundred community associations composing the State Association.

The Committee last year reported that it had launched a program of long-term planning for education. This was approached by listing ten basic questions related to the planning of an educational program. Each member of the Committee accepted the responsibility of devoting careful and intensive study to one of the ten areas.

Each member has been actively engaged on the topic assigned and at present reports on the following areas have been made to the Committee:

1. The Functions of Education and Their Implications in Formulating Educational Policies and Plans.
2. For whom should educational services be provided?
3. The Services of Education.
4. The support of an adequate program of education.
5. The Relation of the school to other Social Processes and Institutions.

6. Bridging the gap between the school and employment.

Reports on the following areas have been prepared and are ready for presentation to the Committee at its next meeting:

1. A suggestive school district reorganization program for the State of Missouri.
2. What type of personnel is demanded and how may such personnel be secured?
- 3 How shall we maintain an adequate program of public relations for education in this State?
4. How shall we evaluate the outcome of the educational program?

When we come to the second problem, it should be said that the Committee is even more concerned with the manner and the extent to which the pronouncements are to be used, than they are with respect to the materials in and of themselves. With that in mind and to properly set the stage the Committee has helped and is helping to sponsor a program to vitalize to make active and aggressive everywhere community teachers associations. It is the feeling that the community association is the life blood upon which the existence of any program of implementation must depend. It is the only avenue whereby the isolated elementary or high school teacher may be regularly reached; it is the only way in which teachers, regardless of

em
ur-
our

be
al
to
m
n-
ill
oe
d
f-
d
n
a



Members of the Policy and Plans Committee in Conference

From left to right—Theo. W. H. Irion, Lloyd W. King, Everett Keith, Dessa Manuel, R. M. Inbody, chairman, H. P. Study, Irvin F. Coyle, Uel W. Lamkin, Thos. J. Walker, and Chas. A. Lee. Two members of the committee, Mildred Letton and Pauline A. Humphreys, were absent. Mr. Walker and Mr. Keith are association officers but not members of the committee.

interest or position, can consistently make a unified attack upon the problems facing the improvement of education as a whole. The goal is the having of every teacher in the State actively engaged in the work of his or her community association. When that objective is attained or even approached we need no longer worry about the two seemingly insurmountable difficulties for the agency is in readiness for their solution.

It is the plan of the Committee to supply the members of the Association, within a relatively short time, materials on the six areas which have been developed, including suggested aids for their study and group discussion. It is the plan of the Committee to make regularly thereafter, brief pronouncements in a form usable by community associations.

The Committee, of course, has from time to time assisted incidentally in projects designed to feature the work of the Educational Policies Commission of the National Education Association. At the Mid-West Education Conference at Washington University in St. Louis, it helped to sponsor the Saturday's meetings devoted to educational planning at which Superintendent

Stoddard was the principal speaker. The Committee attended the regional meeting of the National Education Association in Kansas City in April and held a conference with Dr. Carr and Dr. Givens for the purpose of finding out how it might best proceed not only from the standpoint of the implementation of the work of the National Policies Commission but also from the standpoint of its own functioning. Some of the district teachers meetings this fall emphasized educational planning and had present Dr. Stoddard and others.

The Committee has encountered all the problems which must necessarily accompany any program of long-term planning. It feels that the machinery is slowly being set into action whereby it is sincerely hoped some permanent good may be derived.

MEMBERS OF COMMITTEE

R. M. Inbody,	H. P. Study
Chairman	Mildred Letton
Chas. A. Lee	Dessa Manuel
Pauline A. Humphreys	Irvin F. Coyle
Theo. W. H. Irion	Lloyd W. King
Uel W. Lamkin	

The Functions of Education and Their Implications in Formulating Educational Policies and Plans

INTRODUCTORY EXPLANATION

THE COMMITTEE OF THE Missouri State Teachers Association on Policies and Plans, cooperating with the National Education Policies Commission, interprets its task as largely in the nature of adapting the findings of that Commission to the conditions and circumstances, educational, social and economic, as these exist in Missouri.

In view of this fact, a statement of educational functions should logically be preceded by a summary of the position taken by the Commission relative to the general nature of education in America.

General Facts Concerning American Education

1. The Founders of the Republic, as well as early American Statesmen, supported and promoted education as a national interest. Whatever may have been the educational interests of the colonial period, it is quite obvious that following directly upon the definite launching of our own American national career, education was given a new impetus and a national function. It came to be looked upon as the one important force through which our democratic way of life and our republican form of government could be preserved.

2. For these reasons, apart from a mastery of the rudiments and instruments of learning, democracy and the resulting emphasis on individualism came to be the real content of education. Since democracy always implies a way of living and a form of institutional organization which recognizes the value of the individual and offers opportunities for individual development and growth, education in a democracy becomes necessary not only to acquaint the individual with his rights and privileges but also to train him in his duties and obligations through the assumption of which alone his rights and liberties may be maintained.

3. This educational philosophy was one adapted, in practice, to the spirit of the times. It is wrong to consider it as only a fanciful or theoretical consideration, or a picturesque adaptation of philosophies of foreign lands. It carries with it, in fact, the spirit of our frontier and the outlook on life dictated by practical pioneer conditions. Its effectiveness in our day depends entirely on our own practical readaptations of it to the conditions of our times.

By THEO. W. H. IRION
Dean of the Faculty of Education
University of Missouri

4. The most impressive new conditions which have developed, making educational readjustments in thought and practice necessary, may be enumerated as follows:

(a) While the form of our government remains that of a republic and its spirit that of a political democracy, yet the functions of government have greatly multiplied. The functions of government today touch all branches of life and economy, and the growth of public functions is cumulative.

(b) Our rural life has changed so that over a free land sweeps tenancy. Whereas once the natural resources and the fertility of the land seemed limitless, we are now faced with the need of conservation to check unrestrained exploitation.

(c) In industry corporate ownership is replacing individual ownership. Therefore, local economies are being tied up with regional and national economies. Also, no very sharp line divides public and private economy.

(d) Scientific advances have not only changed industry but also our modes of life and many of our institutional activities. There is danger of the disintegration of the family economy and with it a loss in the cultural influences of the home.

(e) The application of science to the study of our social problems has resulted in the development of a formidable body of knowledge, in the form of our social sciences, which has become indispensable in the development of individual conduct and in social practice. Its value and our reliance upon it will increase as we sincerely come to grips with and attempt an intelligent solution of the real problems of modern society.

(f) All of these factors and developments have operated so as to change and modify our national foreign relations to the extent that a good American citizen can no longer confine his understanding of life merely to his own community, state, and nation.

5. In the light of these changed conditions,

the task of recasting educational philosophy in new terms falls on the educational leadership of America. In a democratic society such leadership grows out of the organized teaching profession itself and must be exerted by local, state, and national teachers associations.

Functions of Education

The basic functions of education which grow out of the consideration of the general nature of American education may now be stated as follows:

A. In the development of the individual, it becomes the function of education

1. to develop physically sound and healthy individuals;

2. to assist individuals to become economically competent;

3. to direct individuals in the development of their spiritual resources so that life may hold a rich and deep content and meaning for them;

4. to educate individuals to a knowledge of their rights and privileges in our democratic social order, so that they may consciously participate in social and public affairs with a view of maintaining and preserving these rights;

5. to educate individuals to an understanding of the duties of an American citizen, to the end that they may intelligently and willingly assume these obligations.

B. In the preservation and development of society, education must serve the following functions:

1. Education is committed to the maintenance and improvement of American society, which is democratic.

2. Since a democratic society does not tolerate a government by force, education must serve the function of developing informed, intelligent citizens who can substitute in government the intelligent processes of informed and just co-operation for blind force and domination by a ruling group.

3. For that reason, education must foster and promote the sciences, not only for the knowledges developed, but also for the spirit of science, which is the spirit of respect for and appreciation of truth.

4. Education must foster the arts through which the spiritual potentialities of the individual may be developed, a necessity for meaningful living in a democratic society.

5. It is the function of education to cherish and inculcate such moral values as intelligent tolerance and humane interests, without which the knowledge of democratic principles fails to function in democratic living.

6. It is the function of education to offer opportunities for creativeness and originality and practice in democratic forms of association and living, so that schooling may not be just

a learning about democracy but practice in democratic living as well.

7. It becomes the function of education to provide its adult citizens with opportunities for readjustments in industry and in social and political life as well.

Implications for Policies and Plans

In the light of this statement of functions of education, the following implications for educational policies and plans in Missouri may be drawn.

1. Education should be so organized and planned as to offer the maximum freedom to learn. The primary condition of freedom in learning is freedom of instruction and teaching.

2. Freedom of teaching is not completely identical with freedom of speech, thought and its expression as guaranteed by our Bill of Rights. Freedom of teaching is limited primarily by the knowledge of the teacher as well as by the age and ability of the learner. Freedom of teaching always implies, therefore, a well trained and educated teaching profession. Education should be so organized as to make possible the development of a well trained, thoroughly professionalized teaching body.

3. To insure the selection of teachers of high quality and to induce such teachers to remain in the profession, educational plans of Missouri should include ways and means for increasing the pay of teachers, to provide for their adequate protection in the performance of their duties, to provide liberally for their old age retirement.

4. In view of the functions of education for the individual, education in Missouri should be so planned as to provide for continuous improvement of curriculums, with a view of providing more adequately the means for a proper educational functioning of Missouri schools in these regards. The organization for continuous curriculum studies set up by the State Department of Education should be continued and supported more completely both professionally and financially.

5. In view of the functions of education in relation to American society, education in Missouri should be so planned as to lead to an early complete elimination of illiteracy.

6. Furthermore, the scope of education should be extended downward into lower age levels, making it possible to support nursery and kindergarten efforts from public funds. Education should also be extended upwards, making possible trade and industrial training for those whose lives are not to be spent in professional careers. Also, adult education programs in addition to promoting improved farming and homemaking should be encouraged and supported.

7. Educational administration in Missouri should be so reorganized as to remove the influences growing out of an artificial system of

school articulation and the entire educational program from elementary school through college and university should be planned as one comprehensive system of education.

8. Educational planning should remove from education all influences of party politics. De-

mocracy transcends party politics. To this end, the administrative organization of education in Missouri should be removed from politics and state, and county superintendencies should not remain elective but should be made appointive.

For Whom Should Educational Services Be Provided?

IN STATING WHAT SHOULD be the policy of the Missouri State Teachers Association in regard to the persons for whom education should be provided, the Committee is probably justified in taking for granted the necessity for the education of children between the ages of six and eighteen, or as the constitution of Missouri puts it, between the ages of six and twenty. The group between six and eighteen has been so long accepted as the group for which education should be provided, that it may be suggested that the Missouri State Teachers Association is thinking of education in the terms of the formal schooling of children between these ages. The constitution of Missouri has set up as the goal for this formal schooling, education of children between the ages of six and twenty, yet the practice of our public school system would seem to limit this group somewhat to those not over eighteen. *It should, therefore, be the policy of the Missouri State Teachers Association to promote the efficiency of formal schooling for children not only between the ages of six and eighteen but also between the ages of eighteen and twenty.*

2. Inasmuch as one of the recognized functions of American education is that of educating the children of America so that they may be enabled to lead physically splendid lives and also so that they may be socially properly adjusted, it becomes necessary to begin the education of many children practically in infancy. This is particularly true of the thousands of children born into unfortunate circumstances and is essential so that these children may not be entirely miseducated in infancy in poor homes and under improper social conditions. *It should, therefore, be the policy of the Missouri State Teachers Association to promote the extension of education downward to the lower age levels, making it possible for communities to establish schools for children now classed as pre-school children, paying for the expense of such education from the regu-*

larly collected school funds, as part of the system of public education.

3. Inasmuch as the constant changes in American life call for the assumption of many obligations on the part of American citizens in order that they may become more efficient as citizens and in order that they may live a more enjoyable and satisfactory life, *it should be the policy of the Missouri State Teachers Association to sponsor a system of adult education for citizens in the various communities of the State of Missouri, so that these adults may be able to make industrial and economic adjustments, as well as adjustments to the rapidly changing social-political life of our country and to connect the administration of this adult education with the system of public education.*

4. The Missouri State Teachers Association should recognize that, even with the extending of formal education downward to take in children not yet enrolled in public elementary schools and upward to include those whose formal education has been completed, many other agencies exist which tend to contribute to the education of the people in the United States. The Missouri State Teachers Association should recognize the work that is done by these agencies. It should give attention to what they are doing and to the contribution which they are making to the general education of the people. *It should be the policy of the Missouri State Teachers Association to render all the assistance possible to all of these agencies in order that the efficiency of their work may be increased and that anything which might be detrimental to the cause of real education be omitted from their programs.*

SCHOOL AND COMMUNITY

The Services of Education

“UNDER EXISTING CIRCUMSTANCES what programs of educational services are adequate for the various levels of age and ability?” This is the exact statement of the problem assigned for discussion in this report. The question involves several extremely broad and difficult problems. First, recognition must be made of existing circumstances, as these circumstances affect educational content, methods, and results at the present time and as these circumstances may affect children and adults of both the present and the future. Secondly, the title involves the setting up of the whole system of educational services for both the normal and the abnormal, for individuals and for groups, and for the different age levels. In the third place, it necessitates an evaluation of educational services in order that we may determine whether or not such services are adequate in the light of existing circumstances. Then too it is necessary to make some attempt to envision the needs and circumstances of the future in order that we may make judicious plans by which education may keep pace with the changes that are taking place rapidly and that undoubtedly will continue to take place as the years pass.

It would be quite possible to make a very lengthy report upon one part of the title under discussion, the part having to do with “existing circumstances.” As a matter of fact a discussion of existing circumstances would be almost an endless task. I shall not take the time to enumerate and evaluate existing circumstances with which you undoubtedly are familiar. Nevertheless I should like to point out the necessity for taking the present and the past into consideration when we start any kind of planning procedure. The present and the past cannot be ignored, because it is upon them that we must build for the future.

Obviously a brief report cannot encompass all of the ramifications of the topic. Therefore, it shall be the aim of the author to exclude practically all discussion dealing with abnormals and defectives and to avoid detailed treatment in most instances.

When one tries to visualize the services of education he sees at once that most of the services consist of things done to impart or develop knowledge, habits, attitudes, philosophies and abilities—personal qualities of somewhat intangible nature. These qualities affect daily living in broad and often subtle ways. A few of the services of the public education consist of the development of skills in trades and vocations. Thus, it seems appropriate to make this first report on the services of education

By IRVIN F. COYLE
Dean, Flat River Junior College

somewhat philosophical in character, and to confine our efforts generally to the business of appraisal of present services.

In attempting to judge the adequacy or inadequacy of educational services it is necessary first of all to consider the objectives or the desired outcomes of education. Objectives have been set up at various times, each list differing somewhat from preceding attempts. One of the most recent and perhaps one of the most worthwhile objectives has been made by the Educational Policies Commission. In September, 1938, the Commission's publication entitled *The Purpose of Education in American Democracy* presented a very extensive list of educational objectives. These objectives are grouped into four large divisions, namely:

1. The objectives of self-realization
2. The objectives of human relationship
3. The objectives of economic efficiency
4. The objectives of civic responsibility

I should like to list under the four divisions the individual objectives set up by the Commission. They are as follows:

I. The Objectives of Self-Realization

1. The educated person has an appetite for learning.
2. The educated person can speak the mother tongue clearly.
3. The educated person reads the mother tongue efficiently.
4. The educated person writes the mother tongue effectively.
5. The educated person solves his problems of counting and calculating.
6. The educated person is skilled in listening and observing.
7. The educated person understands the basic facts concerning health and disease.
8. The educated person protects his own health and that of his dependents.
9. The educated person works to improve the health of the community.
10. The educated person is participant and spectator in many sports and other pastimes.
11. The educated person has mental resources for the use of leisure.
13. The educated person gives responsible direction to his own life.

II. The Objectives of Human Relationship

1. The educated person puts human relationships first.
2. The educated person enjoys a rich, sincere, and varied social life.
3. The educated person can work and play with others.
4. The educated person observes the amenities of social behavior.
5. The educated person appreciates the family as a social institution.
6. The educated person conserves family ideals.
7. The educated person is skilled in home-making.
8. The educated person maintains democratic family relationships.

III. The Objectives of Economic Efficiency

1. The educated producer knows the satisfaction of good workmanship.
2. The educated producer understands the requirements and opportunities for various jobs.
3. The educated producer has selected his occupation.
4. The educated producer succeeds in his chosen vocation.
5. The educated producer maintains and improves his efficiency.
6. The educated producer appreciates the social value of his work.
7. The educated consumer plans the economics of his own life.
8. The educated consumer develops standards for guiding his expenditures.
9. The educated consumer is an informed and skilled buyer.
10. The educated consumer takes appropriate measures to safeguard his interests.

IV. The Objectives of Civic Responsibility

1. The educated citizen is sensitive to the disparities of human circumstance.
2. The educated citizen acts to correct unsatisfactory conditions.
3. The educated citizen seeks to understand social structures and social processes.
4. The educated citizen has defenses against propaganda.
5. The educated citizen respects honest differences of opinion.
6. The educated citizen has a regard for the nation's resources.
7. The educated citizen measures scientific advance by its contribution to general welfare.
8. The educated citizen is a cooperating member of the world community.
9. The educated citizen respects the law.
10. The educated citizen is economically literate.
11. The educated citizen accepts his civic duties.

12. The educated citizen acts upon an unswerving loyalty to democratic ideals.

These objects are helpful in evaluating educational services and in pointing out the need for new services and the need for increasing and improving certain others now being rendered. It has come to our attention within the last few years that secondary education, in many instances is not offering programs suitably adjusted to the needs of a certain group of pupils, who occasionally are called non-academic. By the term secondary education I should like to include the education given in the thirteenth and fourteenth grades as well as that given in the high school.

Just what prescriptions will have to be worked out for the non-academic pupils remains to be determined. Apparently many have thought that the non-academics should be shunted off into our industrial, vocational, or manual subjects. It is my opinion that many of the non-academics will be as much out of place in this type of work as they are in the traditional academic program of the ordinary high school. Homer P. Rainey, then of the American Youth Commission, now President of the University of Texas, in discussing this subject before the North Central Association in 1939 said, "Vocational education in high school is not an adequate answer to the problem." Earl R. Douglass also discussed this problem before the North Central Association at which time he had the following comment, "The solution of the youth problem does not lie in the direction of overburdening the curriculum with technical or specific vocational education." I should like to emphasize further the fact that not only the high schools but also the junior colleges are facing this very serious problem at the present time. It is not to be interpreted that secondary education has no place for vocational education.

And while we are discussing the junior college we might remind ourselves that the constitution of Missouri makes it mandatory that the General Assembly provide free public schools for the gratuitous instruction of all persons in the state between the ages of six and twenty. About ninety-five per cent of the public junior college students in this state are within the constitutional age limit for free schooling, but on the other hand the state aid program is not set up to include a significant amount of financial assistance for the operation of educational programs above grade twelve. In the light of a report which has been given by another member of this committee and in the light of the current thought in educational planning, it seems that it will become necessary for the public schools to make arrangements to handle above and below the usual public school ages. Very few kindergartens are to be found in Missouri at the present time and about the

only nursery school training that is going on is being supported by funds supplied privately or through the Federal Government. Some adult education has been carried on during the last few years also by means of funds supplied by the Federal Government. The Civilian Conservation Corps might to some extent be termed adult education; likewise the National Youth Administration is giving financial assistance to many adults who are pursuing regular college training. Then, too, many of the high schools which offer industrial courses subsidized in part by federal funds have offered to adults night classes in various kinds of shop work. At present the federal set-up has been somewhat expanded to include what is being called distributive education. This program is intended to further certain educational services to adults. In summary it might be said that the public schools have at present not more than scratched the surface in rendering educational services to the pre-school and the adult population.

Another service which the schools have undertaken within the last few years has to do with health. It seems that communities and homes have been quite willing to relinquish to the schools a significant portion of the responsibility of maintaining both personal and group health. To what extent the communities and the homes can justify passing this responsibility to the schools I am not prepared to say, but it seems it has become necessary that the schools engage rather extensively in health programs for the children. In a sense this is a step in the direction of public medicine or some such service about which the medical profession seems to be considerably agitated at the present time. Undoubtedly the schools are in a unique position to promote both community and personal health, and it is my opinion that more and more this service will be delegated to the public schools. The Educational Policies Commission says that medical attention is not a school responsibility. The school's part lies in inspection, instruction, and the development of health habits.

Since so-called progressive education has been in vogue we have heard much of the idea that school is not a preparation for life, but it is life. We have heard also that children should enjoy going to school, and all of us would acquiesce in this thesis. Therefore, play and recreation must be a significant part of the ordinary school program, but the public school is probably not yet doing as good a job as it should do in promoting activities which are sound from the standpoint of health, from the standpoint of pleasure, and from the standpoint of developing desirable social habits. It is my opinion that the schools are obligated to give more attention to this particular phase of education. I should like to add further that the secondary school, as well as the elementary, was considered in this statement. One of the severest indictments

leveled against the secondary school in this connection is the fact that competitive athletics for a very few pupils have been stressed and that the great mass of students has not learned pleasurable physical activities which may and will be practiced after school days are over.

It becomes apparent as the years pass that individuals are likely to face increasingly the problem of what to do with unoccupied time. It seems that the schools have an obligation to teach people to enjoy sane and pleasurable avocational activities which will carry over into adult life in such a way that the individual will not find time hanging heavily upon his hands. I doubt very much if the public schools have reached the peak of their possibilities in this connection.

We read a few moments ago that the Policies Commission believes that the educated individual can speak, write, and understand the mother tongue effectively. If this is true, many people who have gone to school over a long period of time are yet uneducated. It was suggested here by a member of this committee that in our deliberations we be guided somewhat by Stuart Chase's doctrine of semantics. When one applies the semantics test and certain grammatical tests to much that he sees, hears, and writes he has to face the realization that as yet education is not making us masters of the language we propose to speak. Of course, we have this consolation—the educational status of the people of the United States at the present time is about the eighth grade level. In concluding the discussion of the point I should like to say that the schools should find means by which to render to pupils greater services directed toward the development of a reasonable ability to speak, write and understand the English, or perhaps the United States, language. Habitual correctness will follow only when a popular desire for it is engendered.

Another service which education and the home should render lies in the direction of causing young people to respect property and to appreciate surroundings. A New York paper recently contained an editorial stating that the Parks Department had to spend \$250,000 a year to repair damage done by vandals in the public parks of the city. Persons working in public schools see evidence on every hand that many of the pupils have altogether too little respect for school property and for the property of individuals. Attempts to beautify surroundings are frequently met with opposition of one kind or another. In the light of the objectives enumerated earlier in this paper, school service in teaching esthetic interest and respect for property is yet inadequate.

Throughout the entire history of this country we have idolized what we have chosen to call rugged individualism. It has occurred to many within recent years that too much emphasis

has been placed on the "rugged" aspect of individualism. The philosophy which we have followed perhaps is to some extent responsible for certain deficiencies in the development of character, in the development of respect for law, and in the development of an attitude which would permit others as well as ourselves to enjoy life more fully. We are beginning now to set up objectives and processes intended to correct some of these difficulties. School services in this connection may yet be extended a long way, and undoubtedly considerable difficulty will be experienced as we attempt to develop character, respect for law, and less greedy personalities. It seems that many people believe that laws are made for the purpose of taking privileges away. On the other hand, a sane point of view holds that laws are for the purpose of guaranteeing us our rights and privileges and that without law and order we have no rights and privileges. The songwriter knew this long ago when she said, "Confirm thy soul in self-control, thy liberty in law."

This rugged individualism has not helped us a great deal in the teaching of courtesy or rather in the development within school children functional habits of courtesy. Of course, I realize that one of the very serious obstacles which the schools have in teaching these various social and attitudinal thought and response patterns is the home and community environment. Perhaps if school services continue to reach into the home and to relieve the home of its obligations the co-operation between the home and the school will be improved. On the other hand, a better type of cooperation might be had if the school should thrust back upon the home many of the obligations which the home, in its tendency toward disintegration, has given over to the school.

While we are on the subject of the home it might not be amiss to say that society is not developing in young people the proper appreciation of the home. Ernest Groves, one of the best known authors on the subject of the family, seems to believe that the influence of the home will never again be what it once was, and that it will be necessary for the school and other institutions to recast their objectives to take care of the increasing deficiencies in home life. Personally, I am much confused in trying to discover what would be the best approach to this problem, and I am not at all qualified to offer a solution.

Another rather serious defect in our society has come about through the failure of educational processes to keep pace with social economic, and technological changes. The time was when most educated people could secure white-collar jobs, and thousands of young men and women have pursued secondary and higher education within the last few years in the belief that diplomas would constitute passports to white-collar jobs and economic independence.

Our philosophy has told us that manual labor was more or less undignified; it is my opinion, however, that we are going to have to build our educational programs more extensively around the philosophy that manual labor is quite honorable and that most people will have to engage in it.

When the depression hit with full force a few years ago we were astounded at the number of people who were economically dependent at the instant of losing their income. We are astounded still at the great number of indigent aged persons. Apparently a good portion of our population has operated upon the epicurean theory that tomorrow will always take care of itself. In fact, many seem to think that tomorrow will never come. But tomorrow always comes and tomorrow seldom takes care of itself unless we set the stage properly today. It seems to me that the public schools should try to devise some means for helping people develop correct habits of personal economy. I do not think it at all out of the question for the school to render this service, and I am confident that a well planned personal economy would be more important for most high school people than would be the ability to solve quadratics or to describe the iambic pentameter style of verse.

Another service which the schools may not be rendering quite satisfactorily is the service which is intended to develop political citizenship. The democratic theory of government is to some extent built upon the notion that most of the people must participate in making up the various judgments by which the government shall be operated. If we examine the figures we discover that as the decades pass people apparently are becoming less interested in elections, and we seem to be quite willing to let the relatively few politically minded persons manipulate government affairs. Whether our dereliction in this connection can be charged to the schools or to society I am unable to say, but it is my belief that the schools should make a definite attempt to interest young men and young women in the various phases of participation in democratic government.

In order to render more effective certain of the services which we have indicated in this paper it may be desirable that we have some reorganization of school units looking toward the elimination of many of the very small schools. There is no agreement as to what extent a school is inefficient on account of its small size, but there seems to be a general opinion that many of the educational services may be rendered more effectively if the unit is larger than many now existing in this state. Since the 1931 school law went into operation the transportation of school children has grown by leaps and bounds. This is having a tendency to develop natural community school centers, and to some extent it is resulting in the elimi-

nation of small schools. I suspect that most of us would commend this development, but we might remind ourselves that schools are not judged by the size of their enrollment but rather by the effects they have upon the pupils.

Within recent years many students of education have come to believe that the instructional program in the ordinary school is somewhat inadequate in developing within the students the knowledge necessary for intelligent consumership. We are told also that the nation as a whole is now suffering considerably from waste and unwise usage of natural resources. Another problem which has been called to our attention by sociologists and other students of population problems is the fact that the population seems to be retrograding somewhat, due to a continued high birth rate among the lower social and economic levels of society and the decreasing birth rate in the higher levels. As a result of the influence of the sociologists, the public school is now beginning to give some attention to the teaching of the sciences of eugenics and euthenics.

Perhaps the training of teachers is an educational service of importance although some might not consider it an educational service at all. Since most of the inadequacies pointed out in the foregoing sections of this report have to do with the instructional program, perhaps it is not unwise to make the observation that in order to improve the instructional program it may be necessary to improve the personnel in charge of the program. Teacher training institutions probably have never been able to keep step with the ever changing needs in the training of teachers. One of our greatest difficulties in this connection is our failure to eliminate persons who for various reasons are not likely to make satisfactory teachers. I am somewhat inclined to agree with certain of the recent statements of Dr. Conant relative to the weakness of potential teachers certified by teacher training institutions.

A state system of teacher retirement probably would not be classified by some as being a direct educational service; however, it might easily be viewed as a safeguard against inferior services. Looking at it from this angle it might not be amiss to make mention of our inadequacy in the matter of retiring from service teachers who have, through age, reached the point where the law of diminishing returns has become operative.

Another educational service in which we are inadequate to a very considerable extent lies in providing school buildings and grounds which are truly beautiful. Particularly is this true in small towns and rural areas. I think the schools have an opportunity to render a distinct service in providing surroundings capable of contributing to the development of esthetic tastes in children. This mat-

ter has received altogether too little attention in the past.

Still another educational service which has potentialities far beyond our accomplishments in most public schools is the provision of satisfactory library facilities. Many schools, particularly those of the smaller types and those in the less wealthy areas, have developed libraries sufficient to meet only the barest necessities, whereas in a modern school program the library should be the central, and one of the most important, factors in the instructional program. Since the more recent theories of progressive education are gaining rather widespread acceptance, the school library will of necessity increase in importance. This is true for the elementary school as well as for high school.

The report here presented is not assumed to be in final form; it merely represents some of the thinking and reading I have done on the subject. Since the problem involves the setting up of an entire program of educational services, it is a task of extraordinary proportions. In fact, I have not even developed a definition of "educational service."

Most of us are quite good in theorizing and philosophizing, but when philosophies and objectives are to be translated into real services we come to realize our incapacities. Adequacy is a relative quality; that is, it depends upon two ever changing variables—services needed and services rendered. It is much easier to point out inadequacies than it is to describe absolutes of satisfaction, particularly when these absolutes have never been reached and are not likely to be reached. It is my hope that further work on this problem may make possible a better organized report out of which might grow some definite suggestions for educational plans and policies.

SUMMARY OF REPORT

New and/or improved educational services usually have to start with philosophies, which in turn become the policies of individuals, groups, and organizations. The State Teachers Association may well consider the following:

1. Secondary education should strive to care adequately for those pupils not academically inclined.
2. Serious thought should be given to the development of public junior colleges in appropriate areas and a system of state aid for such colleges.
3. All divisions of the public schools should give still further attention to pupil health.
4. It seems that public schools should be urged to give children further opportunity to work, think, and play within the school more as they should work, think, and play outside of school.
5. So called "progressive practices" which contribute to more dynamic motivation

(Continued on page 40)

The Support of An Adequate Program of Education*

MISSOURI STANDS AT THE CROSSROADS in reference to her educational progress. Educational changes in organization through adaptation and extensions in services are the order of the day in the several states of the Union. Missouri will either turn to keep pace with the leaders of these states in educational progress or she will go in the opposite direction.

To keep pace with progressive states, Missouri must make available more adequate financing for her schools. Some of our citizens fail to understand the situation in reference to the financing of Missouri schools. While it is true that Missouri schools do receive more money than ever before from the state distributive fund, it is equally true that less money than formerly has come from local funds and as a net result there has been no decided increase in money available for school purposes (teachers and incidentals) in Missouri. There are some who would reduce the amount made available through the state distributive fund. Since it is not feasible to provide additional support locally, this would result in a reduced school program. Instead of having less money available from the state, Missouri, in order to take the "high road" educationally, must make available more funds for educational purposes from the state. Our case for a larger distributive fund is strengthened when we remember that even though the schools are spending relatively little money than ten years ago, they are rendering many additional services. These services are expressed:

1. In the enrollment of 40,000 more pupils in the public schools than ten years ago.
2. In the employment of 500 more teachers in the public schools than ten years ago.
3. In the payment of the tuition of 45,000 non-resident high school pupils and the transportation of 65,000 students annually. Ten years ago these items were negligible.
4. In the extension of services in vocational education, in adult education, in health education, and in the adaptation of programs.

Our case for a larger distributive fund is further strengthened by the limitation of our present school program. We are embarrassed by our lack of kindergartens and nursery schools, by our failure to develop an adequate program of library service, of health education, of forum education, of community education

*This report was made orally to the committee. Time did not permit the submitting of the written report.

By LLOYD W. KING
State Superintendent of Schools

in the wider sense of the word, and by the slow development of public junior colleges in Missouri. We have but scratched the surface in vocational education. Extensions of our present education program can come only if adequate financing is made available.

What should be the basic principles in the distribution of funds for educational support by the state?

1. All districts in the state should share substantially in the state school fund. This is in accord with the conception of education as a state function. At present, St. Louis, Kansas City, and a number of other districts share relatively little in the state distributive fund. The state should assume a larger part of the support of education in the places that now receive little help from the state.
2. Every boy and girl in Missouri is entitled to a reasonable minimum program of education. The state should distribute funds in keeping with this principle so that every district in the state would have enough money to provide a reasonable minimum program.
3. The state should reserve to itself the setting of certain protective standards in reference to the use of state moneys by local districts for educational purposes; for example, standards concerning qualifications of teachers, types of school organization, school plants, etc.
4. The state should further aid local districts who demonstrate through additional local effort the desire to extend and adapt their local programs.
5. The State Department of Education should have available a modest sum to use as a stimulation fund for cooperating with local districts in experimentation and in promoting certain types of educational programs.
6. Certain specific aids should be given to schools by the state—such as, aid for school buildings.

If Missouri fulfills her obligation with reference to the chief function of the state—education—it will be necessary to have additional state financing. If these state funds are distributed in the light of the above principles, Missouri can keep pace educationally.

The Relation of the School to Other Social Processes and Institutions

OVERVIEW

CHARACTERISTICS OF THE SOCIAL PATTERN WHICH AFFECT THE ROLE OF THE SCHOOL

DAILY LIVING OUTSIDE THE SCHOOL brings each child into contact with a very small segment of the important affairs of the world.

2. The contacts with important aspects of life which the child does have in his everyday living are not self-interpretative.
3. Dealing adequately with the affairs of the modern world demands of the individual more understanding and greater social sensitivity than were required for living adequately in a simpler culture.
4. Not only does everyday life fail to bring the child into contact with important affairs of the world, but the conditions under which these affairs go on prohibit the school to a large extent from providing such contacts as part of its curriculum.
5. The daily out-of-school experiences of individuals frequently contribute to confusion and conflict as they affect personality development.
6. There are numerous specialized agencies which like the school exist primarily for educational purposes, but the efforts of these agencies are not coordinated.
7. In the practical affairs with which they deal as individuals and as citizens, people need guidance frequently throughout life.

The Role of the School

1. The school must be the agency primarily responsible for helping the individual interpret all the important aspects of life.
2. The school should have such relationships with agencies engaged in production and distribution of goods and services and in governmental processes that it may give the young the contacts necessary to enable them to interpret these aspects of the modern world.
3. The school should teach students to use all the agencies which society now makes available to them efficiently and in the interest of the general welfare.
4. The school should become an agency not only for nurturing the young but for giving assistance to individuals of all ages, to groups, or to the whole community as they work on any problems which concern them.
5. There should be in each community an

By H. P. STUDY

Superintendent of Schools
Springfield

organization including all agencies whose purpose is primarily educational with school authorities assuming the leadership.

6. The school cannot assume in any official capacity the role of censor of other institutions, yet it has means at its disposal which may increasingly become more effective for changing institutions which are miseducative.

SOCIAL SERVICES AND THE SCHOOLS

The role of the school in the present social pattern was rather broadly defined in the report on the relation of the school to other social processes and institutions. Included in relationships considered were those having to do with community agencies rendering social services. There are reasons for attempting to define in more detail the relation of the school to these particular agencies. For one thing, in number and in extent of services these agencies have been and are rapidly increasing. (Justification of the increase is not within the scope of this report.) Furthermore, it appears that agencies such as now exist or others rendering similar services are destined to become permanent factors in our social pattern. Also it is apparent that the very nature of the services offered makes it inevitable that the work of such agencies will in practice inevitably bring them into contact with the schools. Neither they nor the schools, merely by choosing to do so, can go their own way. A further consideration is the fact that because the other more specialized social service agencies as well as the schools are publicly supported (whether by direct taxation or by voluntary contribution) society in the long run will tend to consider them as a unit in determining what part of its resources is to be allocated for their support. Proposals to reduce expenditures for education in order to provide more adequate social security programs are already being made. All agencies involved, therefore, have a direct in-

terest in effecting possible economies through coordination of efforts. For the varied reasons indicated it seems appropriate to define, as specifically as possible, the relation of education to other social services in order that such relationships shall not become further crystallized on the basis of accident or the prestige of those agencies which have prior existence.

The concept of education set forth in the following report leads to certain assumptions which must not be lost sight of in making specific recommendations affecting social service in relation to education. One assumption is that social service agencies are broadly educative even when not intended primarily to be so. With regard to certain agencies, this fact is probably taken for granted both by the public and by those directing the agencies. With regard to others however, as may be illustrated by those rendering health or welfare services, the fact that education is also being provided by these agencies is too frequently ignored. Yet their educative effects, for the reason that their contact with the individual is in connection with matters of vital immediate importance to him may be more profound, particularly in some areas of personality growth, than the educative influence of the schools. There is reason for concern as to the degree of harmony or the lack of it in the educative impact of the school and other social service agencies on the individual. Even with regard to those agencies which are recognized as at least in part educational, the precise outcomes which they do or should serve are often not critically examined. It is conceivable that the educational philosophy underlying their programs may at times be sufficiently at variance with that on which the school's program is based that they may be among the agencies referred to in the following report as contributing to conflict in personality development.

Emphasis on the broad educative implications of social service agencies is here being given as background for certain of the specific recommendations which follow, which without this emphasis might appear attempts merely to safeguard the prestige of the school. We accept the fact that not all of education takes place in school, yet we maintain that educators must give leadership to education wherever it occurs. Achieving relationships between the school and other social service agencies which will make such leadership possible is the crux of the problem.

One assumption in the following report concerning the role of the school is that it should become an agency not only for nurturing the young but for giving assistance to people of all ages as they work on problems which concern them. This means that education of young people is to be increasingly a matter of guiding their daily living rather than of merely giving

background for future living. It means that adult education of a practical rather than an academic nature is to be accepted as a legitimate part of the school's program. If, as seems probable, social service agencies are to maintain the place of importance they now hold in community life, guiding daily living for young people and adults must involve helping them utilize available agencies effectively and in socially desirable ways. Parent education for example will be inadequate unless it helps the parent make the most effective contact with the community's resources for child development. School guidance programs for young people should make use of all agencies in the community for meeting the needs of youth. Recommendations concerning relationships between the school and other social service agencies should not therefore be made in the spirit of preventing encroachments of one upon the other but of setting up working relationships by which each may enable the other to perform its own functions most effectively. From the standpoint of the school this includes setting up relationships which will make it possible for the school to develop understandings and attitudes which will guarantee effective use of all social service agencies from the standpoint both of the individual and of society.

The recommendations of the Commission on Policies and Plans of the National Education Association appear in general to be in harmony with the principles which have been proposed in this report. A statement of those recommendations follows. Qualifying comments are made with regard to a few of the recommendations.

The Recommendations of The Educational Policies Commission of the National Education Association

1. "That a plan based on local circumstances, encompassing the relationships of existing and needed social services, be developed in each community."
2. "That social service policies emphasize the importance of the home and family life through utilizing the home wherever possible as the basis for service."

Greater emphasis on education for family life is probably the thing of fundamental importance though certainly social service agencies should not undermine family stability.

3. "That school boards become public education authorities with a viewpoint broad enough to encompass all public educational activities, both in and out of school."
4. "That public educational authorities be charged with full responsibility for the conduct of all public educational activities within the community."
5. "That the educational plant be planned for use by the whole population according

to a definite program for meeting neighborhood social needs."

6. "That a contractual agreement between authorities in charge of public schools and public libraries constitutes, in many communities, a desirable transition toward unification of library service."
 7. "That a recreation commission representing school, park and other authorities offering recreational services constitutes, in many communities, a desirable transition toward unification of recreational services."
 8. "That the administration of public school, public library, and public recreation services be ultimately unified under the public education authority."
 9. "That the school assume full responsibility for health instruction and health inventories of pupils."
- This responsibility should however be discharged by procedures in harmony with recommendation number 2.
10. "That school authorities recognize a definite obligation as well as health supervision of teachers and employees."
 11. "That medical diagnosis and treatment for school children with certain emergency exceptions, be provided by agencies other than the public schools."
 12. "That the school expand its adjustment

program through the development of a system of cumulative records and use of socially trained workers, guidance counselors, and the child guidance clinic."

Providing a program which makes possible closer observation of the child under normal social conditions by the classroom teacher should be considered a desirable expansion of the school's social service agencies which can meet his needs.

13. "That school authorities assume responsibility for junior placement in communities where no adequate service exists, provided the necessary resources can be made available."
 14. "That the material wants of indigent school children be supplied by agencies other than the public schools."
- This need not presumably preclude some service the school may render as a distributive agency.
15. "That school authorities stimulate community action leading to the establishment of appropriate agencies for removing social, economic, or physical handicaps that affect the education of children."
 16. "That school authorities seek actively to coordinate educational services with social services rendered by other public and private agencies."

REPORT—PART I

CHARACTERISTICS OF THE PRESENT SOCIAL PATTERN

OUR SOCIAL PATTERN has certain characteristics, for the most part new in this generation, which affect the role of the school. These must be considered in any serious effort to determine what relationship the school should bear to other social processes and institutions.

1. *Daily living outside the school brings each child into contact with a very small segment of the important affairs of the world.*

Specialization of individuals, communities, and regions; the removal of many productive processes from home or small workshop to factory; changes in family life which place the young in less intimate and constant contact with adults than formerly; the shift of importance in political affairs from local to state, national, and international and from personal to matters of policy; the fact that the local community with which an individual may have first hand contact no longer sets the bounds of his world—these are among the factors because of which the child's daily living

can touch only a small part of the affairs of the world.

2. *The contacts with important aspects of life which the child does have in his everyday living are not self interpretative.*

When local communities were relatively self sufficient and before science and technology functioned as at present, what the child experienced in his own environment was readily understood. Now, even with regard to the affairs in which we participate, the processes in their entirety by which these affairs are carried on, and even more the social implications of our ways of doing things are far from self-evident.

3. *Dealing adequately with the affairs of the modern world demands of the individual more understanding and greater social sensitivity than were required for living adequately in a simpler culture.*

The "world" with which each individual must deal has widened in actual space, in number and complexity of material things, and in human relationships both with individuals and with groups, both face to face and impersonal.

4. *Not only does everyday life not bring the child into contact with important affairs of the world but the conditions under which these affairs go on prohibit the school to a large extent from providing such contacts as part of its curriculum.*

The various steps which make up a complete whole in many processes are carried on at widely separated places. Children cannot be taken to observe industrial processes often because their presence in factories would endanger them. Business, governmental and industrial processes would be interfered with if those engaged in them took time to explain their activities to students.

5. *The daily out of school experiences of individuals frequently contribute to confusion and conflict as they affect personality development.*

Our culture has in it values which are contradictory. Thus the experiences of young people frequently present to them as equally desirable a respect for scientific thinking and an uncritical acceptance of certain religious, political or social dogmas. A narrow patriotism is frequently demanded of young people who are also expected to believe in the brotherhood of man. Many of the practices and ideals which their contacts with our industrial world suggest as acceptable are difficult to harmonize with democratic values.

In our society some agencies which are of great educational significance are managed primarily for profit. Foremost among them are the press, radio, moving picture, and commercial advertising. The education which such agencies give is sometimes out of harmony with society's most widely accepted values and often with those reflected by the school.

6. *There are numerous specialized agencies which like the school exist primarily for educational purposes, but the efforts of these agencies are not coordinated.*

7. *In the practical affairs with which they deal as individuals and as citizens, people need guidance frequently throughout life.*

Because of differences in capacity and in opportunity there are great variations in the adequacy with which different individuals are prepared to deal with their practical affairs.

The number and variety of situations which in the modern world may need to be dealt with in the span of a lifetime make it impossible to accumulate during childhood and youth adequate preparation for meeting all problems. Furthermore, technological improve-

ment, scientific discovery, and the development of new needs make continued study necessary regardless of previous preparation if affairs are to be dealt with as adequately as society's resources make potentially possible.

The complexity of the modern world has brought about a high degree of specialization. One gap in our school pattern is the lack of any agency for helping individuals and groups make adequate use of specialized knowledge and service as needs arise. We have for example accumulations of research and facilities for research which might make life better if they could be available when and where needed. There is waste and inefficiency because of the layman's difficulty in using the services of experts in many fields. Specialization creates a need for continued guidance for individuals and groups in making contact with and integrating specialized knowledge and service.

PART II DESIRABLE RELATIONSHIPS AMONG AGENCIES

In the light of the characteristics of modern society which have been mentioned it is possible to see something of the new role which the school should play, to suggest new relationships which the school must assume to other social processes and institutions. Various means and varying lengths of time will be required to bring about the new relationships suggested. Educators must use whatever means are at their disposal, seeking changes no faster than democratic processes will permit.

1. *The school must be the agency primarily responsible for helping the individual interpret all the important aspects of life.*

The new element in this relationship is of course the taking over by the school of a large part of the education formerly given by home and community experiences. Heretofore the school's part has been mainly the supplementing of these experiences with a few specialized skills.

The school must of course use the everyday experiences of the student outside of school, often fragmentary though they are, and help him to see implications he would otherwise miss in these experiences. It must, in addition, provide contacts with social processes and agencies which alone the individual would not make and must interpret these to him.

This new role of the school must carry with it freedom to lead students to analyze critically all social processes and agencies, to consider not only what

goes on in the world and how it gets done, but at what cost to human beings.

2. *The school should have such relationships with agencies engaged in production and distribution of goods and services and in governmental processes that it may give the young the contacts necessary to enable them to interpret these aspects of the modern world.*

Apprenticeship not only in industry and agriculture but in the professions may be feasible on a larger scale than now seems evident. The purpose would be not only providing for vocational exploration and vocational experience but enabling the young to understand their world.

Participation of children and young people in civic activities appropriate to their degree of maturity doubtless is possible even now to a greater extent than educators realize. Children in many communities now take part in activities related to fire prevention and other safety programs, civic beautification, community chest drives, etc. Educational possibilities in these and similar activities should be utilized to a greater extent than at present. In these and in apprenticeship arrangements, however, educators must be alert to the danger of exploiting the young.

Facilities must be provided to make it possible for the school to have children observe important processes and activities. Means of transportation and funds to cover the expense must be provided for greatly extended use of excursions. If the danger of having children in factories is too great it is not inconceivable that factories might cease operation at certain times for the purpose of making plants and equipment available for study. Construction of industrial plants may in the future come to include facilities for safe observation. A certain portion of the time of many industrial and professional workers, business men, government employees and officials may in time be set aside to be used for explaining their activities to the young under the direction of the school.

The relationship of the school here suggested to industry, business, and government will be one of the most difficult to achieve of the new relationships which the school must develop. It involves recognition by industry, business and government of their responsibility for education of the young even when the assumption of such responsibility will increase cost of pro-

duction, reduce profits, and call for enlarged personnel. The idea is no more visionary, however, than at one time it would have seemed to suggest that industry and business take responsibility for safeguarding health and safety of workers and of the public in ways which could not immediately be considered "good business." Educators must expect to work slowly over a long period of time to bring about recognition of the responsibility of industry, business, and government for cooperating in the educational program. They must help the public understand that in no other way can an industrial democracy develop citizens intelligent enough to deal with the affairs that concern them.

3. *The school should teach students to use all the agencies which society now makes available to them efficiently and in the interest of the general welfare.*

An expansion of what is now referred to as consumer education would be one contribution. Inducting the individual into wise use of cultural and recreational facilities which the community affords and developing ability to get with accuracy the information he needs as a citizen from press, radio, forum, etc., are other illustrations. Giving understandings and attitudes which would help the individual make intelligent and socially desirable use of existing agencies for social security is a further illustration.

4. *The school should become an agency not only for nurturing the young but for giving assistance to individuals of all ages, to groups, or to the whole community as they work on any problems which concern them.*

The school would include adults as well as children and youth. Some adults would actually enroll as members of the school, others would join groups directed by the school for limited periods for certain purposes, some would individually consult the school staff about problems as they arise.

Problems might be brought to the school by those concerned, or the school might take the initiative in helping those who are not aware that they have certain problems to become conscious of them. Thus a parent might bring to the school a problem of child adjustment or a civic group might ask the school to study the adequacy of play space for children. On the other hand, a class of appropriate age might undertake to make the farmers of an area aware of their problems of soil erosion

about which the farmers themselves have not become concerned.

The school will not supplant other agencies rendering specialized services. It would not, for example, give complete medical or even psychiatric service to a parent on a problem of child development. If an individual sought help from the school in building a new home, the school would not undertake to render services now performed by architects, contractors, etc. The school's part would be to give assistance on those aspects of everyday affairs in which individuals and groups act as laymen. It would help the individual building a home to study such problems as the size and type of house and the location which would best fit his needs. It would help him analyze his budget in relation to the expense of home construction. It would help him determine what specialized services he should engage, to select them wisely, and to evaluate their efficiency. (As has been previously pointed out, many of the laymen's perplexing problems have to do with his use of experts.)

Making available the accumulated research which might be helpful or putting the individual or group into touch with facilities for research which might be used would be one method of assisting laymen in utilizing expert knowledge. Thus the school, as it helped an individual or group study a practical problem, might make available such information as is now provided by the "Consumer's Research," it might direct farmers to the county agent or the research facilities of their state university for help in special problems. The school would therefore fill the gap in our social arrangements previously mentioned by becoming an agency for making expert knowledge and results and facilities of research available where needed.

In assuming the role of a service agency in the capacity suggested, the school would not be departing from its primary function which is education. It would be acting on implications of the theory that learning takes place best when the learner, under guidance, is actively participating in something which seems significant to him. The educational emphasis which has been suggested under 1 and 3 above, viz. helping individuals to understand the world about them and teaching them to utilize all agencies to best advantage will be most effectively achieved as

schools are guiding children, youth, and adults in dealing with their everyday affairs.

5. *There should be in each community an organization including all agencies whose purpose is primarily educational with school authorities assuming the leadership.*

The organization operating through a council of representatives would include cultural, religious, and character building agencies.

The purpose of the organization would be to develop a unified educational philosophy as the basis of all programs, to plan programs so as to avoid duplication by different agencies, and to pool resources in the interest of efficiency.

To the extent that the school makes the effective utilization of all community resources by individuals and groups one of its goals, as has been suggested, and to the extent that it works toward the goal by the actual guiding of the living of people, the kind of organization of agencies here proposed with the school at the head will not be a perfunctory matter. If it is the school's business to help people to use these other educational organizations it will be inevitable that they be affiliated as consulting members of the school staff.

6. *The school cannot assume in any official capacity the role of censor of other institutions, yet it has means at its disposal which may increasingly become more effective for changing institutions which are miseducative.*

The most effective means, though it is the one which will not bring immediate results, is helping individuals understand their own culture in all its implications. Efforts to achieve, in greater degree than is granted at present, recognition of the school's right to have students examine critically all social institutions must be the approach. And as schools come to include adults as well as children, directing a study of social institutions may become a most effective weapon for changing those which are miseducative.

As adult citizens active in community affairs educators are sufficient in number and they might be sufficient in influence to change some miseducative conditions. Educators must maintain their rights as citizens to participate in community affairs even when these touch matters which are not innocuous.

(Continued on page 32)

SCHOOL AND COMMUNITY

Bridging the Gap Between School and Employment

I. THE PROBLEM

THE GAP BETWEEN FORMAL SCHOOLING and employment has existed for many years. The problem of youth in bridging this gap is not a new one. All youth look forward to the time when they will leave the protective environment of the school and enter the great adventure of employment.

Each year and each day of the year many children are born in the United States. They are reared with tender care by their parents during the early years. Some have the good fortune of pre-school training, others attend kindergarten and all make their first great adjustment in life when they enter formal school training at about the age of six. On thru the elementary schools they go. Some leave school during the later years of the elementary school training but many more fail to enter high school upon the completion of eight grades. The vast majority however now enter high school for the second great adjustment in their lives. Of these some leave school each year for one reason or another until at the end of twelve years the remainder receive their diplomas. A comparative small percentage of these graduates enter the colleges and universities where like processes of elimination take place.

The following year a new group is born, the next year another, the next year still another and so on. Wave upon wave of youth move forward through life, meeting their problems, trying to solve them, making their adjustments in and out of school until they must make the final hurdle and take their places among the useful workers in the world. Statistics tell us that these waves up to the age of 30 in the U. S. approximate 2½ million individuals. The problems of youth today persist tomorrow because these waves of oncoming youth cannot be halted.

This problem to youth is an age-old one but not until recent years has it seemed, for many, an insurmountable one. The present status of the problem has been eloquently described in "A Prayer at Eighteen" by Margaret Cosgrove recently published in the N. E. A. Journal.

"Lord God,

"I have walked from agency to agency asking for work, and been refused.

"I have seen men, women, and children standing in long lines in front of a stone building awaiting their daily rations.

By R. M. INBODY
Roosevelt High School
St. Louis

"I have rested in the public square and seen the seeds of agitation sown in the fertile soil of discouraged minds.

"I have welcomed the temporary respite of relief work, taking dictation from a college-bred man, himself a relief worker, who wrote of 'vocational maladjustment' and 'minor tragedy of blind-alley jobs.'

"I have waited upon death in a general hospital where children's very bones were dissolving because of malnutrition.

"I have known boys with freckles standing out grotesquely against white faces and eyes glassy from hunger asking for 'housework.'

"I have seen college girls, one a Phi Beta Kappa, who, unable to get positions in their chosen vocation, applied for Christmas work in a 5-10-15-cent store—and had even that refused them.

"I have watched hope, ambition, dreams die out of faces, to be replaced by resignation in the old, and by doubt and desperation in the young.

"And I have felt a nameless terror creep into mine.

"Lord God,

"Have I, and a million others like me, a destiny?

"And if so, is it worth attaining?"

Due to economic changes which I need not describe here, industry is no longer able to absorb these waves of oncoming youth. As a consequence millions have been unable to find gainful employment. It is unfortunate that accurate data are not available. The most recent information covering the entire U. S. is that based upon the 1930 census. The U. S. Office of Education quotes the following:

Total number of youth 16 to 24 yrs. of age 20,100,000.

1. In full-time schools and colleges4,000,000
2. Part-time school work, unemployed .. 500,000
3. Married women, unemployed and not in school2,800,000
4. Employed at full or part-time non-relief jobs7,800,000
5. Out-of-school and unemployed—not seeking employment 300,000

6. Out-of-school unemployed and seeking jobs4,700,000

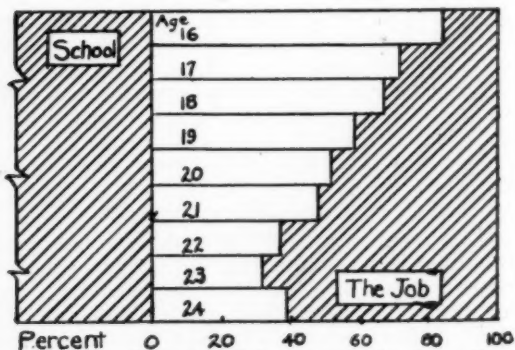
It may be true that there are inaccuracies in these figures inasmuch as the figures for high school attendance in 1930 show that 4,800,000 attended high school while the census figures show only 4,000,000 in both high schools and colleges.

Since 1930 many worthy attempts have been made to find the facts. The American Council on Education in a 1937 Bulletin lists a total of 166 surveys made in various parts of the U. S. These surveys, made mostly by Educational and Public agencies, included, in some cases, youth whose ages were as low as 12 years but principally they include youth between the ages of 16 and 24. There was a wide variation in scope of these surveys as observed in the following analysis:

General Inquiries.....	69
Education and Employment Only....	48
Employment Only.....	39
In-School Only.....	15
Out-of-School Only.....	55
Follow-Up	60
Urban Only.....	83
Rural Only.....	42
Rural and Urban.....	41

The U. S. Office of Education made a recent survey (1935) of youth between the ages of 16 and 24 in 13 Communities.

The following chart is made from their findings:



The Gap Between Schools and the Job. Percentage of Unemployment among Out-of School Youth 16-24 by Single Years of Age—13 Communities 1935.

Of the total of 166 surveys three have been made in Missouri.

1. "Study of Unemployment among High-School Graduates—College Students and College Graduates—Teachers College of Kansas City—1935."

2. "A Study of the Graduates of Springfield Senior High School for 1929, 1931, and 1933."

3. "A Study of the Activities of Rural Youth in Missouri"—(12 Counties).

The U. S. Employment Service, St. Louis Community Survey Center has made surveys of Franklin and St. Charles counties.

The results of these surveys are now in mimeographed form but not yet published.

A more recent survey is being made in St. Louis as a W.P.A. project. This is being made in cooperation with the Board of Education and other agencies. The subject of the project is "Youth in the Labor Market." The group surveyed consists of youth who were in the 8th grade in 1929, 1931, and 1933. St. Louis is one of ten cities of various sizes in the U. S. included in this project. The field work is nearly completed.

Although these surveys have scarcely scratched the surface when you view the problem as a whole, I feel that a fair sampling has been made and some reasonably accurate conclusions may be drawn from them.

These conclusions are:

1. That a great many youth between the ages of 16 to 24 are out of school and seeking jobs. This may be fairly estimated as more than 35 per cent of the total.

2. That conditions in Missouri are comparable to conditions in the United States as a whole. The data shown by surveys are:

a. Kansas City Survey.—All of the high school graduates for four years, 1931-1934 inclusive, were studied. Known to be unemployed:

(1) 4 Large Cities.....	37.5%
(2) Over 200 less (1).....	37.2%
(3) Under 200.....	39.8%

An interesting part of this study was the comparison of (1) college graduates and (2) students leaving college before graduation. The survey showed 13.9% of the former and 31.5% of the latter as known to be unemployed.

b. The Springfield Survey showed that approximately 20% of the 1929 graduates of Springfield High School, 40% of the 1931 and 75% of the 1933 graduates are unemployed. (Survey made in 1935.)

The Franklin County Survey showed about 35% unemployed youth. The number of totally unemployed were predominantly young workers.

d. The St. Louis Metropolitan Area has approximately 100,000 youth in the Labor Market with about 40,000 unemployed and seeking work. (U. S. Employment Service Estimate.)

3. That the problem will be a continuous one.

4. That youth in rural sections are having increasing difficulty in bridging the gap between school and employment. The check of migration to the cities during the depression has caused an accumulation of youth surplus in rural territory.

II. PRESENT ACTIVITIES

As this study has developed there has been a growing wonder in my mind why more has

not been done to solve it. As far as can be ascertained leaders in education had taken little notice of the problem until about two or three years ago.

Notwithstanding that the depression was 6 or 7 years old, that there was widespread unemployment, that the educational mill was grinding out graduates at the rate of about 1,000,000 per year (High School Graduates 932,283; College Graduates 164,197 during 1936); that many thousands more were leaving school for one reason or another, that the street corners were filled with young men out-of-school and unemployed and that crime by youth was rapidly increasing, nothing was being done by the schools to help their young men and women find places in the world of employment. The school authorities seemed to be satisfied that their job was completed when the school doors closed behind the youth which they had attempted to educate to fill a useful niche in the world.

We invest large sums in fitting youth for life, then we release them to shift for themselves. The social and economic wastage involved is totally inconsistent with the effort we have made to educate.

A short time ago a few of the leading educators began to awaken to the problem. Harl R. Douglas, Homer P. Rainey, the Office of Education and the American Council on Education in 1936 were among the first to realize the seriousness of the problem and recognize it as a school responsibility.

Harl R. Douglas in *Secondary Education for Youth in Modern America* said, "Education's scope is as broad as life itself and its aims should be formulated only on the basis of probable future fields of activities of those educated."

In *Our American Youth: Their Plight and a Program*:

"The plague of unemployment not only attacks a larger percentage of youth than of adults but the disease in young blood is much more violent, and is most likely to leave lasting scars. Youth is at once, peculiarly susceptible and uniquely less likely to attain complete recovery."

Homer P. Rainey and others *How Fare American Youth?*

"There exists a gap between school and the first job which is so extensive that it constitutes a major problem in the welfare of youth."

From the U. S. Office of Education in a 1936 Bulletin comes this statement: "How to utilize instead of wasting young people's high-tide energies, how to help them to an intelligent and satisfying adjustment to life pose the major problem to be solved by this nation in the immediate future. It must be the urgent concern of all communities, large and small, rural or urban."

From the foregoing it will be seen that there is an attempt being made to awaken educators throughout the country to the problem and to the seriousness of the problem and to make them realize that it is a problem of the schools. A number of organizations finally took cognizance of the problem.

The Advisory Committee on Education in its first report to the President, February, 1938, devotes a large part of its recommended program to the education and adjustment of youth.

About the major social objectives of the immediate future this committee says:

"Also in the immediate future, emphasis should be given to the provision of adequate facilities to meet the special needs of youth. Ways must be found and placed in effect to prevent situations such as now obtain, in which millions of young people leave the schools without adequate preparation for life and are not absorbed into useful occupations for periods often of several years."

In part II, The Education and Adjustment of Youth, the Committee makes an excellent statement of the problem and hints at its solution.

"For many years the schools have been conscious of a growing problem of unemployment among youth. Industry has become progressively more unwilling to employ inexperienced young people below the age of 18 to 20. The great increases in high school enrollments are due in very large part to the fact that many young people have stayed in school because they have had nothing else to do. Although there has been a tendency towards a higher average school-leaving age, the average industry-entrance age has moved up so much more rapidly that there has been a widening gap between school and work. Within this widening gap are now some millions of young people who are neither in school, at work, nor obtaining any type of experience that might prepare them eventually for work.

"Unemployed out-of-school youth are caught between the upper and the lower millstones of necessity. On the one hand, without training or experience, they are of little value to an employer; industrial and commercial trends influence employers to give preference to older youth and adults; and the demand for higher educational qualifications becomes more and more insistent. On the other hand, without resources to prolong their schooling or without confidence in the programs offered by the schools, they cannot prosecute the period of further preparation that frequently seems essential to effective participation in gainful employment. The result is that they live under the curse of not being wanted. Apathy, resentment, and personal disintegration are almost sure to follow; the possibility of their becoming antisocial in behavior under such circumstances is very large.

"A return of industrial prosperity with balanced employment would doubtless reduce the existing amount of unemployment among youth. It seems clear, however, that no permanent reduction in the disproportionate unemployment among youth will take place until the social machinery of the United States has been considerably improved. The great problem is one of facilitating the flow of young people from the schools into the various occupations among which they should be distributed as adults. The solution of this problem must be found primarily by giving youth a broader knowledge of occupational opportunities and by providing adequate preparation for entrance upon the activities of adult life."

Probably the best Survey of a cross section of American Youth is the one just completed in the State of Maryland. The results are reported by Howard M. Bell in a book published by the American Council on Education. The report is called "Youth Tell Their Story."

The problem was approached from the angle of those who have gone thru the mill. 13,528 youths from all strata of life between the ages of 16 and 24 were interviewed as a sample. It was found that:

1. Only 1/3 of those 16, 17 and 18 years of age were employed on full-time jobs.
2. Of every 20 youths 8 finished 8th grade; 5 did not finish high school; 7 finished high school and of these 2 received some education above high school.
3. About 20% reported receiving some guidance.
4. 70% of these reported guidance as helpful.
5. Guidance was given mostly in upper grades.

The study points out, among other things, the following points under discussion:

1. "The outstanding need is that of finding employment for youth as they emerge from their school experience. The gap which now exists between school and employment is reaching ominous proportions. This study shows that the percentage of out-of-school and employable youth who had not obtained any full-time employment at the expiration of a year after leaving school falls within the range of 40 to 46 per cent. The average period of delay for the youth who dropped out of school before the age of 16 was three and a half years, and the average duration of the unemployment of all these youth was a year and eleven months. Twenty-six per cent of all of them have never been employed. It is imperative that ways be found of bridging this gap."

2. "A very large percentage of youth assert that economic security is their most urgent personal need. The problem of unemployment is very great, but even employed youth face serious difficulties. Rates of pay tend to be low; hours tend to be long; a majority of youth with jobs must contribute to the support of families.

Many youth are in blind-alley jobs. Some are in jobs which they will shortly lose because of advancing age. Many more aspire to enter professional and semi-professional fields than are at all likely to be accommodated, and the majority are forced into unskilled or only slightly skilled occupations. Youth face an occupational future in industry that is becoming more mechanized, less concerned with highly developed mechanical skills, less given to practical instruction outside the industrial plant, and less secure. In a word, 'mobility' has taken the place of 'fixity,' and 'uncertainty' the place of 'security.'"

3. "Guidance is one of youth's most pressing necessities. Under present conditions only a small minority of youth are receiving any thing that could be called adequate vocational guidance. The increasing complexity and tempo of modern life demands a more effective system for the induction of youth into appropriate channels of employment than now exists."

4. "This study also reveals the lack of appropriate and adequate vocational training, especially among rural youth. There is too little relationship between the types of jobs which youth enter and the training which they have received. The occupational training facilities for trade employment in rural areas are practically non-existent."

From the foregoing statements it will be seen that school authorities, leading educators and youth-serving organizations are starting to work on the solution of this startlingly vital problem.

III. THE RESPONSIBILITY OF THE SCHOOLS

Opinion seems to be divided concerning the responsibilities for out-of-school, unemployed youth. There are those who believe that the entire burden belongs to the school while others believe that the responsibilities should be shared by other youth-serving organizations. There are many of these organizations now functioning in behalf of youth.

The American Council on Education gives a list of 330 national, youth-serving organizations non-governmental in character. The United States Employment Service Office in St. Louis has compiled a list of the youth-serving organizations in St. Louis together with the kind of services rendered by each. The list contains 80 of such organizations, excluding churches and hospitals.

The publications of the Office of Education and the American Youth Commission of the American Council on Education (on youth) seem to favor the school as the responsible agency.

Office of Education Bulletin No. 18-I entitled *How Communities Can Help* says, "The American public schools constitute the greatest youth organization in the world. Their potentialities

should be recognized and utilized to the fullest extent both for reasons of economy and efficiency.

From Bulletin No. 18-IV of the same series come the following: "A definite program should be developed for collecting information as to the vocational, educational and recreational facilities and opportunities available. Schools should accept the responsibility for long-term planning for four reasons: (1) Administrative availability—it is the sole agency dealing with all the youth; (2) Tax-supported—they have already a large responsibility for young people; (3) Need of continuity of guidance until satisfactorily placed in a position or have reached the age of 25; and (4) There would be a beneficial effect on the school program."

This Bulletin also adds that non-school agencies should participate.

Homer P. Rainey in *How Fare American Youth?* says, "The school is uniquely qualified to undertake the vocational adjustment of youth. It is the logical place for the first move."

Howard M. Bell in *Youth Tell Their Story*—"No one who is close to the realities of this situation will have the notion that the schools can be expected to provide vocational guidance to all the youth who have been exposed to their influence." "In such a program, the schools can make a much larger contribution than they are making."

The Advisory Committee on Education. "The school is only one of the devices used by society for the care and training of children and youth, but for that purpose, aside from the home, it is now beyond doubt the leading institution. It has thus become the object of increasing concern, not because its achievements have not been great but because the magnitude of the task continues to increase."

In a Forum on Youth Problems by the American Association of School Administrators, Homer W. Anderson, Supt. of Schools, Omaha, Nebraska declared: "I think you are impressed with two things: The first is the tremendous problem we have with regard to youth and their education. The second is the responsibility which rests upon the shoulders of the superintendent of schools."

Now, as a superintendent of schools who must shoulder part of this responsibility, may I just in a few words indicate how I conceive I may meet these responsibilities in my own situation. I think it is, first of all, *the superintendent's responsibility to direct the building of an occupational adjustment program which fits the needs of the community.*"

The New York Regents Report, *Education for American Life*, "The school authorities cannot undertake the whole responsibility within each community for an intelligent handling of the problems of youth, but the school authorities should join with other interested groups in

seeing that the work of all local agencies which deal with youth in the area is coordinated and is in some way meeting each of the basic problems of youth."

The Educational Policies Commission in the Unique Function of Education in American Democracy.—"Any conception of education that ignores this critical situation is false to its trust. And the effort of the schools to deal with it constructively lifts educational leadership out of the routine of pedagogy into the realm of bold and creative thinking which the founders of the Republic dared to enter."

The National Occupation Conference sponsored an Occupational Education Tour for City Superintendents in 1937. A number of leading superintendents visited eight school systems in which one or more phases of occupational adjustment were especially well exemplified and where careful preparation had been made for their coming. In an Interim Report by these superintendents they say:

"Public education in America today faces a task and a responsibility of proportions probably never surpassed. For some years profound economic and sociological trends have been changing the composition of the school population. An economic depression of unprecedented extent has closed employment opportunities to youth and caused many of them to remain in school. The proportion of youth of high school age which is actually in school has never before approached so closely to one hundred per cent. The average age of entrance upon productive employment has been pushed markedly upward. Increasing specialization of industrial processes and constantly changing methods of production have created demands for specifically trained workers. The schools have found the demands made upon them greatly increased in both volume and scope. As never before, public education is being looked to as the means of qualifying whole generations for the difficult business of living in a highly complex culture."

"The business of living in any culture is pretty largely the business of adjusting one's self to one thing after another, and quite frequently to many things at once. In a generalized sense, the continuous preparation of the individual to make appropriate adjustments to things, to other individuals, and to circumstances is the purpose of education. And by and large, the efficacy of an educational program may be measured in terms of the extent to which and the appropriateness with which it prepares individuals to adjust to those things, one after another, of which life consists."

"If all or part of the function of education is thus to further the adjustment of the individual to the environment in which he must live, education must undertake to do for the individual at least these things: It must promote his growth and development in every respect, so

that he may realize his fullest potentialities for useful and abundant living; it must equip him with such facts, knowledges, and skills, and with such habits, attitudes, and appreciations as will best enable him to live as an efficient member of his social group; it must see to it that there develops within him his most appropriate abilities and capacities for service in the interests both of himself and of society; it must assist him to find an appropriate and satisfying place in the social group; and it must continuously aid him in maintaining his happiness and effectiveness therein.

"One of the most significant areas of adjustment in any life is that involving the earning of a livelihood. The responsibilities of the public schools encompass the fullest possible development for vocational competence of the individual. They include the orientation of the individual in the world of work, so that he may perceive his relationship to that world and its parts, and the relationships of the parts one to another. They embrace the teaching of necessary skills and knowledge, the development of appropriate attitudes and viewpoints and habits, the building of desirable character and personality. They imply that the school is under the obligation—moral if not legal—of accepting responsibility for providing an articulated set of experiences through which the pupil may make satisfactory personal and occupational adjustment.

"These may be considered the obligations which the schools have toward the individual pupil. But certainly no less pressing are the obligations which the schools have toward the community by which they are supported. This community has set the schools up to serve certain social purposes. It is important to the community that its schools produce individuals capable of making the many adjustments which successful living requires, for it is the adjusted individual who is the effective citizen and the efficient worker. The community needs both, and it is therefore interesting to see that the schools which it supports shall provide learning experiences, through curriculum and counseling, that will aid pupils: (1) in sensing problems to which they must adjust if they are to be successful, (2) in developing attitudes or predispositions toward action that will prompt them to try to make the necessary adjustments, and (3) in assisting them in developing the skills they need to make the continuous adjustments which are necessary.

"There is another aspect of occupational adjustment in which both the community and the individual are vitally interested. This is the matter of the relationship between the kinds of vocational abilities possessed by individuals in the community and the number and distribution of vocational opportunities in the community. Small advantage would accrue either to society or to the individuals who comprise it if all individuals were qualified, let us say, to

design houses, and none were competent to dig foundations and build walls. From the community viewpoint, it is essential that all the many and variegated tasks which need to be done in the community, somehow be done, and that personnel be available to do them. From the individual viewpoint, the making of livelihood is conditional upon ability and opportunity to do some one or more of these many things which are to be done, to contribute to the social group some services of which the group is in need, and in return for which it is willing to offer tangible rewards.

"It would seem natural to expect that, since schools are maintained in the interests of society, the schools would have been closely concerned with this problem of effecting some kind of numerical adjustment between workers and jobs. Yet on every hand, both in this country and abroad, are found evidences of serious and far-reaching maladjustments.

"As regards occupational adjustment, then, the schools are the agencies in which responsibility centers. It is their function to see that the individuals who come under their influences are given every opportunity to make wise choices of occupations. If they are to be really wise, these choices must be made in full cognizance, not only of the individual's capacity for achieving competence in his chosen occupation, but equally of his probable opportunities to apply his competence to the earning of a livelihood. If they are to have any useful issue, choices must be made susceptible of realization; *the schools must instruct the individuals in the skills, processes, and techniques requisite to the chosen work.* And, since the schools cannot, in reason or in justice cast an individual, his abilities to adjust himself still untried, upon a world of jobs he knows largely by hearsay only the schools *must help the individual to find a place into which he can fit.* Even then, the schools cannot in justice wash their hands of further responsibility. *They must watch the progress of the individual, help him when he needs help, until he has demonstrated his ability to adjust himself satisfactorily, and stand on his own feet, vocationally speaking.*"

These expressions show that there is no unanimity, among leaders in this field as to just how far the schools should go in their activities. This is especially true of those activities pertaining to guidance and employment service. All seem to agree that the schools should assume the principal burden of educational and vocational guidance.

IV. RECOMMENDATIONS LOOKING TOWARD THE CLOSING OF THE GAP

1. Improved Secondary Education Program

The need for a changed and improved secondary education program has been pointed out in some of the foregoing quotations. Other

prominent educators have expressed themselves on this subject.

The late Lotus D. Coffman,—"We do not need more schools, we need a better educational program."

Office of Education.—*Youth—Finding Jobs*, Bulletin No. 18-V.

"The great misfortune of the public school students is that they are taught so many things as accomplishments and find no place to use them as soon as they graduate.

The New York Regents Report offers a severe indictment of the present high school.

"The average New York high school graduates," the report states, "have no idea what work means, what sort of opportunities there are, how to look for work or how to work when they get a job—They are not prepared to be useful citizens or to enter community or home life—Few have implanted in them any seeds of individual inner life and growth, any skill in working with others or any protections against mob hysteria, propaganda, shallow prejudice or economic goldbricks."

The Advisory Committee said, "The schools of this country must build a new intergrated and progressive program from the seventh at least through the twelfth grades, with suitable general education for all as the center of the program. Additional offerings to meet special needs must also be provided. Such offerings should begin at about the tenth grade and should reach their culmination in the public schools in a program of *wide scope* during the twelfth, thirteenth and fourteenth grades. The schools should thus care for all youth up to 20 years of age *who can profit* from specialized preparation for occupations of non-professional type."

The Maryland Survey committee reports,—
"There is abundant evidence that the secondary schools as now operated are unsuited to a large percentage of youth attending them. We seem to be rapidly approaching the time when something approximating one hundred per cent of our youth are going to remain in school up to 18 years of age, or thru what is now the senior high school. Since the majority of youth cannot get jobs until after 18 years of age, and since the vast majority of them can be trained for their specific jobs in short-term courses, it is clear that the high school period is going to be free for training of a more general character. The time has come when we must think of providing a common education for practically all of our youth up through the senior high school."

Harl R. Douglas.

"Youth of today more than ever question the school. In previous generations the great mass dropped out before completing high school, and the few remaining found open to them the doors to the "white collar" jobs. Neither group

was in a position to criticize education seriously. Today the majority of youth tries the high school and finds it no longer the open sesame to occupational opportunity and respectability. In this critical and skeptical frame of mind he no longer accepts on faith the loose, relatively insupportable academic generalizations that have been invoked to justify the existing curriculum and to enable the entrenched and smug educational interests to withstand demands for adjustment to needs and modern psychology.

"Youth no longer is willing to accept as authoritative those educational theories and practices which deliberately avoid contacts with modern social, aesthetic and scientific culture, which concentrate on linguistic and verbal learning, which keep pupils in ignorance of the world in which they will live, which give a training based upon discredited theories of developing general mental powers, and which offer the fragments of vocational education for a small number of types of occupations already badly overcrowded."

2. Additional Secondary Education

It is clear from the foregoing and to those of us who have thought about the secondary school that the school will not only have to be changed and improved but it must be extended upward to care for those who will profit from general pre-college and semi-professional courses and who are not economically able to attend other schools. Nearly all educators agree that this is one of the best ways to help close the gap.

3. Guidance

All authorities whom I have consulted on this question agree that the schools should and ultimately must furnish for its pupils *educational and vocational* guidance from the fifth grade up to the time they leave school. Some have recommended that a program of guidance should continue until youth become satisfactorily located in a job or reach the age of 25. My belief is that cooperating agencies are better able to handle the problem after the pupils leave school.

4. Improved Teacher-Training Institutions.

The character of a school is fashioned by the character of its teachers. *Every teacher* must be able to help solve youth's problems. In order to do this he must be fully aware of the problems and the methods in use to help solve them. Therefore it becomes mandatory upon the teacher-training institutions to supply courses in these two areas.

5. In Service Training of Teachers

Most of the teachers now in service have had little or no training for educational and vocational guidance. In order to participate fully in any program of this kind the teacher now in service must proceed to train himself to do his share.

6. Cooperation of Schools with other Youth-Serving Organizations

It is conceded that youth problems are community problems and therefore the combined efforts and resources of the community should be utilized in their solution. With scores of organizations already influencing our youth it would be foolish for the schools to try to assume their functions. We have no integrated program for the handling of community problems. It would therefore be more logical and sensible to take the leadership in forming community councils to cooperatively devise a program for the needs of youth. A council of this kind could formulate a long-term planning program and utilize fully all education facilities in the community.

Schools could cooperate in the following fields:

- a. Furnish better and more complete records including information about the pupils aptitudes, interests, special abilities and disabilities.
- b. Placement in jobs.
- c. Study economic trends.
- d. Raise the conception of the importance of manual labor and its place in our society.
- e. Furnish additional training in some fields wherein the boy or girl has been found deficient.
- f. Encourage testing experts to construct additional aptitude tests.

V. POLICIES OF THE MISSOURI STATE TEACHERS' ASSOCIATION

It shall therefore be the policy of the Missouri State Teachers' Association:

1. Secondary Schools

- a. To cooperate with the State Department in its improved Secondary Education Program.
- b. To scrutinize and remodel the Secondary School Curriculum in the light of the newer and greater demands made on it.
- c. To revise the secondary school upward to include pre-college and semi-professional courses.

2. Guidance

- a. To install a guidance program throughout the State.

Each county should have one person responsible to the County Superintendent for guidance in that county.

Each city should have a person as active head of a guidance program with an appropriate number of assistants according to the size of the city. In each case the person should be a trained specialist in this field.

3. Teacher Training

- a. To encourage teacher-training institutions to (1) install new courses in youth problems and (2) improve and add courses in guidance.
- b. To encourage teachers in service to inform themselves concerning youth problems and methods in guidance procedure so that intelligent guidance can be utilized in all courses.

4. Records

- a. To develop and employ better organized, more comprehensive records of all aspects of pupil abilities, achievements, interests, citizenship, qualities of personality, health and home environment. Records should be cumulative and emphasize growth and changes as well as status.

5. Community Councils

- a. To induce schools to assume the leadership in forming community councils for the purposes of (1) long-term planning; (2) placement of youth in satisfactory jobs; (3) full utilization of all educational facilities in the community. (4) continuous study of economic trends and (5) the teaching of the "worth" of manual labor.

6. Testing

- a. To induce testing experts to increase the number and quality of vocational aptitude tests.

In closing I might say that education gives signs of becoming what has always been hoped for it—an instrument to serve all the people all of the time, the very corner-stone of Democracy.

The Relation of the School to Other Social Processes and Institutions

(Continued from Page 24)

They must make clear to the community in such situations that they are acting as citizens, not officially as educators.

There are occasions when community sentiment becomes somewhat crystallized regarding undesirable educative effects of certain agencies. (Concern over

undesirable moving pictures may be an illustration.) On such occasions, when the community or a large element of it becomes roused concerning values which are also accepted by the school, educators may officially take the lead in proposing action. Such occasions are rare and probably negligible in their influence.

*A Suggestive School District Reorganization Program for the State of Missouri**

A. FUNDAMENTAL PRINCIPLES UNDERLYING A STATE EDUCATIONAL SYSTEM

1. *Education a state function.* This does not mean that the political entity called the state must organize, control, and administer the entire educational program. The term state as here used refers to society. According to this conception, society determines how the educational program shall be organized, and administered.
2. *Education — A State Responsibility.* The people of Missouri through their state constitution recognize the fundamental principle that the education of all the children of this state is a major responsibility of the state government. Section 1 of Article XI places this responsibility upon the General Assembly and reads: "A general diffusion of knowledge and intelligence being essential to the preservation of the rights and liberties of the people, the General Assembly shall establish and maintain free public schools for the gratuitous instruction of all persons in this state between the ages of six and twenty years."
3. *Education is essential to the life of any society.* In order that any society may perpetuate itself that society is under inescapable obligations to see that its ideas, ideals, attitudes, etc. are passed on to the immature. In case that is not done that society will perish. And in the broadest sense of the term the procedures, principles, methods, etc. employed by the mature in acquainting the immature with their ideas, ideals, attitudes, etc. constitute the educational program of that society.
4. *It is the obligation of a democratic society to provide educational facilities for all the citizens.* A democratic society does not provide educational facilities because it chooses to do so but

By CHAS. A. LEE
Professor of Education
Washington University

because there is no other alternative if the society is perpetuated. This is just as true for a complex industrial society as it is for a primitive tribe. In order to meet this inherent obligation a society does only what it has to do in order to live when it provides an educational program for its citizens. This educational program in order to be effective should guarantee a minimum educational opportunity for all. A society committed to the democratic processes will be weakened unless such facilities are provided in abundance for all the citizens—adults as well as children.

5. *Every dollar of wealth in the state should bear its just and proportionate share of the cost of maintaining the fundamental program sponsored by the state.* The people in the poorer sections of a commonwealth should not be required to vote a higher local tax levy than the people in the wealthier sections in order to finance the program guaranteed by the state. Based upon such a principle the cost of education throughout the entire state will be equalized so far as the state foundation program is concerned.
6. *Education must be concerned with the actual problems of living.* It cannot be superimposed from above. Neither can it be something separate and apart from community living. It must rise out of and have its roots in the community. It must be planned and organized as living and for living.
7. *Education, in a democratic society must be separate and apart from all other governmental services.* This is true because it is only through the orderly processes of Education that the people in a democracy may alter and change their structure of government.

*This report is only tentative and has not yet been made to the committee. It is the plan of the author to get the suggestions of various groups and individuals preparatory to the making of his report later in the school year.

Education thus conceived becomes the supporting fabric for all governmental action. To tie, or link up education, with other governmental services would have a tendency to take away from education many of its important dynamic qualities.

8. *A local unit for the organization, control, and administration of education seems to be desirable.* "In spite of the great variations in the type and size of local school units with the resultant inequalities of educational opportunities and of burdens of financial support, the preservation of the local unit of school administration appears to be desirable for the following reasons:
 - (1) Such a policy is consistent with the firmly established American tradition and custom of local self-government;
 - (2) it furnishes a means for maintaining a balanced distribution of educational functions among federal, state, and local interests;
 - (3) it is best adapted to a democratic nation of wide geographical expanse and varied economic and social conditions;
 - (4) it provides a safeguard against the evils of bureaucratic control and the widespread use of the schools for propaganda in behalf of any economic, political, or social cult; and
 - (5) it encourages experimentation and variations that make schools responsive to local needs and aspirations."^{*}
9. *Education, in order to be functional and dynamic, must be controlled by the people.* The most effective method of exercising this control is through school units large enough to provide a modern system of education. Each unit must be organized and administered so that one Board of Education will have complete charge of all the educational activities of the unit. This unit will be the basis for the control, for the supervision, for the administration, and for the financing of the educational program.
10. *The entire state should be reorganized into enlarged school units in which there would be one Board of Education in each unit in charge of all educational activities in the unit.* These units should be: (1) large enough so as to contain enough population to provide adequate

lay leadership; (2) large enough to have a sufficient number of children so that a modern educational program can be provided at a reasonable per capita cost; and (3) large enough to contain sufficient wealth to furnish the basis for financing a satisfactory educational program. As the state assumes a larger and larger share of the cost of education the importance of the third criterion diminishes. However, so long as our state government does not provide a substantial sum toward the cost of new school buildings it will continue to be a fundamental principle.

11. *The state foundation program, aside from equalizing the cost for current expenses and transportation, should include the cost of new school buildings.* It is folly to try to equalize the cost of a state foundation program and leave the entire cost of school buildings to the communities. Such a procedure causes many school districts to have to unequalize what the state has already equalized.
12. *The reorganization program should be brought about through the orderly processes of education and by democratic methods instead of by legislative fiat.* A compulsory redistricting program would be a fatal mistake. It is extremely doubtful if such a bill could be passed. Even though it could be passed it would be unwise to do so because such a plan is not in harmony with the orderly processes of education. In most cases where mandatory reorganization has been tried, it has not been satisfactory.
13. *The problem cannot be solved by trying to amend any of the present laws which make provision for enlarged school units.* Too many additions have already been made to the fundamental structure. Nothing short of a complete reorganization brought about through the cooperation of the people themselves will solve the problem. Such a reorganization cannot be forced upon the people. It can only be brought about through their cooperative action.
14. *Appropriating additional funds to the various school units as now organized over and above the minimum guarantees as now provided will likely perpetuate a system of antiquated school units which cannot provide modern educational facilities.* Therefore, additional state funds over and above the present state minimum guarantee should be available only after the people have adopted an acceptable plan of reorganization.

^{*}Dawson, Howard A., Field Study No. 7, Satisfactory Local School Units. Division of Surveys and Field Studies, Geo. Peabody College for Teachers, Nashville, Tenn.

15. *The whole reorganization program should be an integral part of the next step in the state foundation program. The state foundation program under the next step would provide additional assistance for teachers' salaries and incidental expenses, aid for transportation, and aid for new buildings only after the people of any proposed school unit had accepted the proposed reorganization.*

16. *All of the present school laws relating to school organization, school aid, etc. would remain intact and in full force until the people voluntarily accepted the new proposed reorganization. Under such an arrangement the people would not become panicky or confused. In other words, the second step in the state foundation program would not apply to any enlarged school until the people of that proposed unit voted to accept it.*

17. *Safety and sanitary measures should be guaranteed. Safeguards should be provided so that all new school buildings would meet certain minimum standards so far as safety and sanitary conditions are concerned. Similar measures should also apply to all school busses for which state funds are provided for transportation. In addition, provision should also be made for the state auditor to audit annually the receipts and expenditures of all school districts. These auditors should be nominated by the State Board of Education and appointed and paid by the state auditor.*

B. SUGGESTIVE PROCEDURE TO BE FOLLOWED IN MOVING TOWARD A COMPLETE REORGANIZATION OF THE SCHOOL DISTRICTS OF MISSOURI.

1. *Create a state advisory commission on school district reorganization. This commission should be a non-salaried one, being allowed only traveling expenses for the days actually spent in attending meetings. It should be a lay board appointed by the governor and should consist of, probably, six members. This commission would be given the authority to select a secretary who would be the executive officer of the commission and upon his recommendation would appoint the necessary assistants needed to carry forward the work. The State Superintendent of Schools should be an advisory member of the commission.*

2. *The state advisory commission on reorganization should be concerned solely*

ly with the problem of school district reorganization. All other phases of the school program should be administered and carried on as now provided.

3. *The primary duty of the state advisory commission would be to set up proposed enlarged school units as hereinafter provided. In setting up these proposed enlarged school units the commission should disregard all existing political units. In other words the responsibility should be lodged with the commission for setting up such proposed enlarged school units which will provide the best educational program for each enlarged unit.*

4. *The state school commission shall first, through its executive officer and assistants set up tentative criteria to be followed in the proposed redistricting program. These tentative criteria should be formulated in conferences with school superintendents, high school principals, school officials and laymen in public meetings called for that purpose.*

5. *The commission shall make community surveys and designate the boundaries of proposed enlarged school units. The commission shall, upon receipt of a petition of so many qualified voters from any community in the state, make a survey of that community for the purpose of establishing the proposed boundary lines of an enlarged school unit that will provide the best educational facilities for the people of that community.*

6. *Upon the completion of the survey the commission shall make a report of the survey to the people of that community. This report in so far as it may be possible shall be made by the commission or by the executive officer of the commission, to the citizens of the proposed unit in a public meeting called for that purpose. Within sixty days after the report of the survey has been made in such public meeting, the County Superintendent of Schools of the county in which the proposed unit is located, or the County Superintendents of Schools of two or more counties in case the proposed school district contains territory lying in two or more counties, shall issue a call for a meeting of the qualified voters of the proposed unit to be held at some convenient place or places for the purpose of adopting or rejecting the proposed unit. In voting upon such a proposition the voters of the entire proposed unit will vote upon the adoption or rejection*

of the proposition. A majority vote of all those voting upon the proposition in the proposed enlarged unit will be required to form a legally enlarged school unit. After such a unit has been formed the people of the entire unit will elect a Board of Education to assume charge of all educational activities in the unit.

7. *The Board of Education for the newly enlarged school unit will have complete charge of all educational activities of the enlarged unit. Each such enlarged unit will be the unit for taxation, for control, for supervision and for administration. The people of each enlarged school unit will elect a Board of Education for the enlarged unit according to provisions as now provided by law, and all laws applicable to city, town, and consolidated school districts that are not in conflict with the laws relating to the enlarged school units shall apply to the enlarged school districts.*

8. *As a definite part of the complete reorganization program, the state will guarantee an additional educational program over and above the amount now provided to all school units accepting the reorganization. This foundation program should consist of:*

(a) *Aid for current expenses:* This should be a state guarantee of so much per pupil in average daily attendance, or so much per teaching unit based upon a certain number of children in average daily attendance and based upon a reasonable local tax levy so as to make it possible for the people in the local unit on their own initiative to provide a better educational program than the one guaranteed by the state. For discussion purposes it is suggested that the state apportion for current expenses to each and every enlarged school unit that accepts the recommendation of the State Advisory Commission the sum of \$400 for each and every elementary and high school teaching unit as now defined by law. Provided that in case this sum plus the proceeds of a 20c levy on each \$100 of assessed valuation together with all other estimated revenue for current expenses amount to less than \$1200 for each and every elementary and high school teaching unit in said district the state will further apportion to said enlarged unit a sufficient amount so

as to provide \$1200 for each and every elementary and high school teaching unit as defined by law.

(b) *Aid for new buildings:* The state should make a minimum contribution toward the cost of any and all new school buildings erected. Above the minimum amount guaranteed for all new buildings the state should make a larger contribution toward the cost of new buildings erected in the poorer sections of the state. This state contribution for new school buildings in the poorer districts should be somewhat inversely proportional to the wealth of the districts. In other words the poorer sections of the state will need a larger percentage of state contribution for building purposes than the wealthier sections in order that the local burden may be somewhat equalized.

(c) *State support for transportation:* There should be state support for all state approved local transportation routes. This amount should be as much if not more than the amount the state is now providing for transportation. It might be that the amount of state support for transportation in the enlarged school units should depend upon certain factors such as: (1) length of bus route; (2) the kind, or kinds of roads over which the bus has to travel; (3) the number of children transported, etc.

C. FUNDAMENTAL ASSUMPTION UNDERLYING THIS SUGGESTIVE SCHOOL DISTRICT REORGANIZATION PROGRAM.

1. *That the present method of electing the chief state school official will be continued.* If the people of this state should adopt a constitutional amendment providing for an elective or an appointive State Board of Education with power to select the chief state school official the State Board of Education could assume all the powers and duties herein delegated to the State Advisory Commission on school district reorganization.
2. *Such a program as herein proposed cannot be brought about within a short period of time.* If the state embarks upon such a program it should do so with the idea of taking at least twenty years to bring about a complete reorganization of the school units of this state.

3. *Reorganization cannot be accomplished by legislation.* It would be folly to try to bring about a reorganization of the school units of Missouri by mandatory legislation. Such a procedure would not be successful.
4. *A complete reorganization of the school districts of this state can be secured by making the enlarged school units "financially desirable."* If the state through some additional funds will make it possible for the people in the various communities to have better schools without excessive local taxes the people will voluntarily establish the enlarged school units.
5. *Many of our educational problems have their origin in the small unit and cannot be solved in a satisfactory manner until the problem of reorganization is solved.* This is the most comprehensive, the most far reaching and the most difficult educational problem confronting us.

6. *The present financial situation cannot be improved by reducing the amount of money some districts now receive and apportioning this sum to other districts.* No district in this state is now guaranteed too much money for current expenses. This problem can only be met by the state raising a larger sum of money for public education than is contemplated by the present law. It cannot be solved in a satisfactory manner by taking money from one section of the state and giving it to another.
7. So long as the chief school official of any state is elected by popular vote it will be impossible for that official to assume the initiative and responsibility for bringing about enlarged school units; therefore a State Advisory Commission on school district reorganization seems to be about the best method of attacking the problem.

Selected Publications To Accompany Reports*

The Functions of Education and their Implications in Formulating Educational Policies and Plans

1. *The Unique Function of Education in American Democracy*—Price per copy, 50c
2. *American Education and the War in Europe*—Price per copy, 10c
3. *Syllabus on the School in American Democracy*—Price per copy, 10c

For Whom Should Educational Services be Provided?

1. *The Effect of Population Changes on American Education*—Price per copy, 50c

The Services of Education

1. *The Purposes of Education in American Democracy*—Price per copy, 50c
2. *Syllabus on the School in American Democracy*—Price per copy, 10c
3. *Educational Policies for Rural America*—Distributed gratis.

The Relation of the School to Other Social Processes and Institutions

1. *Social Services and the Schools*—Price per copy, 50c
2. *Syllabus on the School in American Democracy*—Price per copy, 10c

Bridging the Gap Between School and Employment†

1. *A Program of Action for American Youth*—Distributed gratis.

2. *Equal Educational Opportunity for Youth*—Price per copy, \$2.00

3. *Youth Tell Their Story*—Price per copy, \$2.00 (\$1.50 paper)
4. *How to Make a Community Youth Survey*, 25c

The Support of an Adequate Program of Education

1. A future pronouncement by the Educational Policies Commission will deal with the economic basis of school support. Watch for its announcement about March 1, 1940.

A Suggestive School District Reorganization Program for the State of Missouri.

1. *The Structure and Administration of Education in American Democracy*—Price per copy, 50c
2. *Syllabus on the School in American Democracy*—Price per copy, 10c
3. *Educational Policies for Rural America*—Distributed gratis.
4. *Federal Activities in Education*—Price per copy, 50c

*All publications unless otherwise indicated may be obtained from "The Educational Policies Commission," 1201 Sixteenth Street, N. W., Washington, D. C.

†The four publications to accompany this part may be obtained from "The American Youth Commission," 744 Jackson Place, Washington, D. C.

Report of the Executive Committee—November, 1939

IT IS AGAIN MY PRIVILEGE and my duty as Chairman of the Executive Committee to bring you the report which that body is required by the Constitution and By-Laws of this Association to present to the Assembly of Delegates.

Reports of Other Committees

A considerable part of the work of this Association is done by other Committees appointed by the Executive Committee in accordance with mandates and authorization embodied in our Constitution and By-Laws. Reports made by those committees to the Executive Committee have been placed in your hands in either printed or mimeographed form. They may be formally presented to you by the respective committee chairmen, if such is your desire.

Reading Circle Board

Somewhat distinct from other Association committees, especially as regards its function, is the Reading Circle Board. That body is directed by our Constitution to select such publications and arrange such courses of study as in their judgment may lead to the strengthening of profitable reading among the pupils of the state. The Board is required to make a report of its proceedings to the Executive Committee, which report, together with a statement of receipts and expenditures of the Reading Circle business, the Executive Committee is directed to lay before the Assembly of Delegates, to be published with the proceedings of the Annual Meeting.

In accordance with the constitutional requirement, the Reading Circle Board met in Columbia on April 17 of this year, and asked the Secretary-Treasurer of this Association, through his staff of assistants and with the cooperation of the State Department of Education and book publishers, to prepare, in order-blank form, a list of supplementary books, definitely geared to the State Courses of Study for elementary schools, also a list of textbooks suitable for use in the elementary grades.

The two lists were prepared as expeditiously as was consistent with due care, were printed, and were distributed to school boards and teachers early in August. As has been its custom for several years, another concern that does business with school districts in Missouri, promptly issued an order blank of its own, embodying the book list and other material included in the order blank for supplementary books issued by this Association. Just what has been the effect of that continuous act of parasitism, we have no way of determining.

Present indications are that the volume of Reading Circle business this year will be slightly greater than it was last year, when total sales amounted to approximately \$71,000.00. A

statement of the receipts and expenditures resulting from the Reading Circle business is included in the general financial statements that have been placed in your hands.

School and Community

Our official organ, School and Community, is one tangible thing which every person who joins the Missouri State Teachers Association recognizes as being received in exchange for his or her membership fee. It is evident, therefore, that our publication is an important criterion for the evaluation of the Association's services. With the apparent possibility of increased financial support for our official organ, we believe it will continue to approach the ideals of the editorial staff and the needs of the Association.

Group Insurance

There has been little change during the last two years in the number of persons carrying insurance under the Association's group plan. Losses in membership through withdrawals and death have about equaled the number of persons added to the insurance rolls.

The value of the insurance is shown by the fact that since the meeting in Kansas City a year ago, sixteen death claims have been paid, totaling \$38,000.

The number of persons carrying insurance under the Association's group plan is approximately 1,100, or a little more than four per cent of the total Association membership.

Community Associations

It is evident, from the ease with which enrollments were obtained last year and have been obtained this year, that there is a good spirit of cooperation generally among the teachers of this state. Community associations show more than their usual interest in Association activities and a greater appreciation of their own possibilities. Demands on the Headquarters Staff for assistance to Community associations in the form of materials and personal services have increased and at times are greater than our resources can supply.

Enrollment of Members

The influence of our organization is dependent in no small degree on the number of members it has. Consequently, we take pride in announcing that last year's membership of 24,932 was the greatest in the history of the Association. We take pride also in predicting that this year's membership will establish another new record by passing the 25,000 mark. Our basis for that prediction is the fact that the number of enrollments reaching Association Headquarters is now greater than ever before at this time, also the fact that the excess over last year's number is more than the sixty-eight re-

quired to bring the total to 25,000

The enrollment of 25,000 persons as members of the Missouri State Teachers Association not only gives us just cause for pride, it also presents a challenge to those who are in positions of Association leadership. All of those 25,000 persons became members of this organization presumably because they regarded membership as something worthwhile. Consequently, it is the task of those who direct the affairs of the Association to make its influence such as to leave no ground for doubt about the desirability of affiliation with it.

Finances

While organizations of the class to which the Missouri State Teachers Association belongs do not exist for the purpose of making money, nevertheless they would not exist without money. This organization always has been able to obtain through regular channels sufficient funds to meet its immediate needs, and over a period of years it has been able to accumulate a reserve large enough to tide it over any ordinary emergency.

We are glad to report that, as regards finances, our experience during the last fiscal year did not differ greatly from our experience in previous years. Our cash receipts exceeded our cash expenditures by a little more than \$2,000.00. Since our Headquarters Building and its equipment are being depreciated at the rate of approximately \$1,500.00 a year, last year's excess of receipts over expenditures is merely in line with good business practice.

Each year since 1930 we have presented to the Assembly of Delegates a set of financial statements prepared by a member of our Headquarters Staff. For the fiscal year 1936-37 his statements were supplemented by the report of an auditing committee composed of Association members. While we had no reason to question the accuracy of the statements presented since 1930, nevertheless, prudence seemed to demand a survey of the financial operations of the Association during the last nine years by some outside agency. Accordingly, your Executive Committee recently arranged for an audit of the Association's financial affairs from June 30, 1930, to June 30, 1939, by a certified public accountant, Mr. Claude C. Ellis of 411 North Seventh Street, St. Louis.

The agreement with Mr. Ellis was that he would make a cash audit for the seven years from June 30, 1930, to June 30, 1937, checking all receipts and disbursements to determine whether or not all funds received had been properly accounted for, and that he would make a complete audit for the two years from June 30, 1937, to June 30, 1939, covering not only cash receipts and disbursements, but also outstanding accounts and the other items necessary to make possible a complete report of financial operations.

Mr. Ellis made the audit in accordance with the agreement, and reported his findings to the Executive Committee. We quote briefly from that report:

"This was a detailed audit for the fiscal years ended June 30, 1938, and June 30, 1939, and included a complete verification of assets, liabilities and operation for the two fiscal years.

"We also made a very complete cash audit for the fiscal years ended June 30, 1931, to June 30, 1937, and all cash transactions—both receipts and disbursements—were correctly accounted for."

"We wish to advise you that the books and records of the Association for the nine year period examined by us, were in excellent condition and those responsible for the records and information to be checked were very cooperative and assisted us in every way possible to complete this examination. In this connection, we wish to express our appreciation to the employees assisting us and feel that your Association should be complimented for the excellent condition of your records."

Statements, prepared by Mr. Ellis, summarizing the financial operations of the Association during the last fiscal year and showing its financial condition at the end of that year are available to the members of the Assembly in printed forms. Along with those statements appears a list of estimated receipts and expenditures for the current fiscal year, prepared by a member of our Headquarters Staff and approved by your Executive Committee.

A Backward and a Forward Look

The organization now known as the Missouri State Teachers Association has been in existence since 1856. Its first meeting was held in May of that year and in this city. While the number of persons then listed as members was reported as 274, only seventy-two were present to hear an address by Horace Mann. Although the organization met annually thereafter, except for six years during the Civil War and Reconstruction period, and 1893, the year of the World's Fair at Chicago, not until 1908 did the number of members pass the 1000 mark. For more than half a century following its beginning, the organization's membership was confined almost entirely to head teachers and administrators, who looked upon it as an agency through which they might exchange ideas and exert some influence on the direction taken by education in the state. The Association's influence during that period is clearly traceable in such legislative acts as those establishing State Normal Schools, providing for county teachers' institutes in the early nineties, outlining plans for the selection of textbooks, creating the office of county commissioner, and later changing it to that of county superintendent of schools.

For the next twenty years following 1908, the

Association experienced a rapid growth in membership, the annual increase averaging more than 1000. Since 1928, the average increase in membership has been less than 200. The reason, of course, is that we are approaching the limit of possible enrollments. That fact is our excuse for the rather hasty backward look we have given you, and is the motive that prompts us to suggest a forward look at this time.

What do we see when we look into the future of the Missouri State Teachers Association? Certainly not an organization waxing greater and greater in numbers as the years march by, for those annually added to its ranks are necessarily few. We think we discern no defections, however. It is easier to perceive in outline the size of the thing we are looking at than it is to determine its character, the direction in which it is going, or what it is doing as it moves along, for there is a haze that tends to obstruct your view. How can we dispel that haze and so improve your vision that we may discern clearly the nature of the object we behold?

In an attempt to answer that question, may we revert to the challenge mentioned in connection with a prediction that this year's enrollment would pass the 25,000 mark. We said there that it was the task of those who direct the affairs of the Association to make its influence such as to leave no ground for doubt about the desirability of affiliation with it. How can we do that? Certainly we cannot do it by resting on our oars and permitting the organization to drift whither it will. We venture to suggest

that the time has arrived when we should seriously undertake to outlining as we have never outlined before the purposes that this organization is to serve, and the means to be employed for the accomplishment of those purposes. We do not undertake to perform that task here, but merely mention it as something that should engage the best efforts of us all.

What we have just said has been said entirely in the spirit of helpfulness, and not in the spirit of criticism. We have not meant to find fault with what has been done in the past, nor with what is being done now. We have meant merely to suggest that time and past labors have brought our organization to a point where a re-direction of effort may be demanded. We have faith, however, that any new demands will be met, and that the Missouri State Teachers Association will be in the future, as it has been for the past eighty-three years, one of the most potent influences operating to give right direction to the cause of education in this state.

Respectfully submitted,

Henry J. Gerling, Chairman
Willard E. Goslin, President
Lloyd W. King, First Vice-President
Naomi Pott
Nellie W. Utz
Leslie H. Bell
Clarence W. Mackey
Mary C. Ralls
Hugh K. Graham
A. C. Hailey
E. A. Kyser

The Services of Education

(Continued from Page 17)

- of worthwhile teacher-pupil activities should be encouraged.
- 6. Training directed toward more satisfactory use of leisure should receive more attention than it has received.
- 7. Due to the fact that many personal qualities and virtues make invaluable contributions to one's success and happiness, the schools should give more attention to the development of these attributes.
- 8. Students should be made to realize that manual labor is honorable, that most people will have to engage in it, and that high school and college education is no passport to white collar employment and economic abundance.
- 9. During the past decades of industrial expansion we have placed great emphasis upon "acquisition of things"; now we should give specific attention to the proper management of things acquired.
- 10. Children should be given training designated to broaden participation in the political aspects of citizenship.
- 11. If the reorganization of public school administrative and attendance units would improve the services rendered by school education, we should devise an effective plan of school unit reorganization.
- 12. Teacher-training institutions would be justified in devising means of selecting for teacher training only those persons who can be developed into dynamic teachers.
- 13. All types of schools should be encouraged in beautifying grounds and buildings.
- 14. Most schools would do well to improve their library facilities and the use made of them.

What is this thing called "SODIUM ACETYL SALICYLATE"?

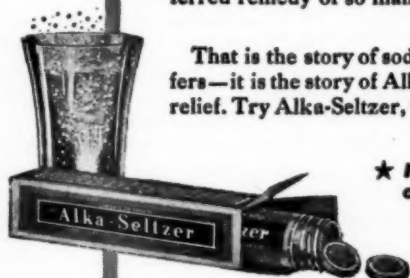


WHAT do those three words — "**sodium acetyl salicylate**" — mean? Are they some magical property contained in Alka-Seltzer to offer you the fast relief in headaches and muscular fatigue that is so characteristic of Alka-Seltzer?

Not at all. While the results may *seem* magical, sodium acetyl salicylate is very real! It is the analgesic — the *pain reliever*. It is Sodium Salt of Aspirin in a special form that is produced when you dissolve Alka-Seltzer in water. It is Aspirin in this different form which offers relief from that throbbing aching head, from the tiredness and aches of muscular fatigue. It is more effective because it is *protected* — protected by valuable alkaline buffers which speed up its action and enable it to ease that pain and aching without any appreciable loss of effectiveness. Then, too, because in Alka-Seltzer this Sodium Acetyl Salicylate is in *complete solution* when you drink it, it is all ready to be absorbed when it enters your stomach, without taking time to dissolve.

The alkaline buffers in Alka-Seltzer which so faithfully guard the analgesic, can give you quick, pleasant relief in acid indigestion, upset stomach and other forms of minor stomach distress. And *combined*, the analgesic and the alkaline buffers offer gratifying relief from morning misery. It is this combination of analgesic and alkalizing properties which has made Alka-Seltzer the preferred remedy of so many millions of people.

That is the story of sodium acetyl salicylate and its alkaline buffers — it is the story of Alka-Seltzer and why it can give such quick relief. Try Alka-Seltzer, won't you? Keep it on hand all the time.



★ If you would like a trial package of Alka-Seltzer **FREE**, write to the Miles Laboratories, Inc. Dept. STM-9, Elkhart, Indiana.



In Memoriam

**The following teachers have died
during the year 1938-1939**

Bearce, Howard	Harrisonville	Lehr, Mabel	Kirksville
Black, Ruth	Cape Girardeau	Levy, Hildah	St. Louis
Borberg, A. F.	Union	Lery, Victor Ellen	Kansas City
Brown, Vonelle	Thayer	Linton, Rachelle B.	St. Louis
Bryant, Frances Johnson	Odessa	Liston, Sallie E.	Eldorado Springs
Byars, Mrs. Julia	Shelbina	Long, Blanche A.	St. Louis
Calvin, Mary Belle	Joplin	Lowe, Lechard	Ellsinore
Cammack, I. I.	Kansas City	Lynch, Mrs. J. C.	Keytesville
Carter, Margaret	St. Joseph	McAnulty, Grace	St. Joseph
Carville, Ella	Sedalia	McCarthy, Margaret	St. Louis
Chambers, Allie E.	St. Louis	McClanahan, Minnie	Kirksville
Chancellor, Josie	New Franklin	McCordock, Howard	St. Louis
Coffman, Mary Lee	St. Joseph	Marsh, Flora M.	St. Louis
Combs, Adelyn	Versailles	Martin, G. B.	Joplin
Cropp, J. E.	Boonesboro	Meyers, Lawrence	Treloar
Culkin, Mary A.	St. Louis	Miller, N. B., Jr.	Kansas City
Dodd, E. E.	Springfield	Mock, Mabel	Matthews
Felling, Mary	St. Joseph	Mourer, Bryan	Queen City
Ferrier, Jennie G.	St. Louis	Nau, Bessie	St. Louis
Fore, C. W.	St. Joseph	Nicholson, Mary L.	St. Louis
Francis, Anna McCoy	Kansas City	Noel, Lela	Kansas City
Gale, Duward	Hayti	Parker, Alice E.	St. Louis
Gehlauf, Addie T.	Leslie	Porter, Robert Barclay	Novelty
Gillaspy, Mrs. Linnie	Centralla	Powell, Mrs. Betty McCutcheon	Macon
Gladbach, Rita	Mendon	Pummill, J. E.	Eureka
Goodale, C. T.	Kansas City	Punch, R. L.	Puxico
Gordon, Hattie H.	Kansas City	Pyle, Ava	Marionville
Gramseh, Margaret	Novinger	Ray, Cora L.	Carrollton
Grauer, Gertrude G.	Leslie	Rector, Sara S.	St. Louis
Greer, Anna	Sedalia	Rhodes, Mildred L.	St. Louis
Hawes, Ruby	Springfield	Roberts, Mrs. Besse Baye	Caruthersville
Hebberger, Fred W.	St. Louis	Robertson, R. R.	Springfield
Hedges, Effie J.	Kansas City	Russell, Elizabeth	Bellevue
Heritage, Ray	St. Louis	Seism, Gilbert	Bloomfield
Heron, Genevieve	St. Louis	Shelton, Emma E.	Kansas City
Hill, Margaret	Smithton	Sick, Zelma	Maplewood
Hoffee, A. M.	De Soto	Sister M. Anthusa	Linn
Holman, Vivian	Frankford	Smart, Minnie	Kansas City
Holmes, Nannie B.	Nevada	Spelman, Mary H.	St. Louis
Holtzen, Mabel	Cole Camp	Spencer, T. E.	St. Louis
Ingram, Mollie	Marshall	Stroup, Landis	Longwood
John, W. E.	Joplin	Taylor, Emily F.	St. Louis
Jones, Mrs. Carrie	Rock Port	Taylor, Jennie C.	St. Louis
Jones, Mrs. Frances Paxton	Hannibal	Thurman, Miss Oille	Hadley
Jones, Warren	Kirksville	Toussaint, Emma	St. Louis
Judge, Hazel Adele	St. Louis	Vance, Minnie	Kansas City
Kennedy, Eugenia H.	St. Louis	Vanlandingham, Janie	Palmyra
Koenig, O. M.	St. Louis	Vaughn, Mattie	Anniston
Kolosick, Antonette	Appleton City	Wilkerson, Mrs. F. L.	Grand Pass
		Wolter, Otto L.	St. Louis
		Yates, Sadie	Trenton

Report of the Committee on Teachers' Salaries and Term of Office, 1939

PUBLIC EDUCATION IN MISSOURI is dependent upon a teaching staff of superior training and long experience. Your Committee on Teachers Salaries and Term of Office feels that the education of the children of this State would be greatly improved if some definite action were taken by this Association to guarantee for the teachers of the State a longer term of office. The Committee, therefore, recommends the following digest of tenure laws, already in effect in other states, to be incorporated into a law for the guidance of the Boards of Education in the State of Missouri.

Suggestions to be Considered in Drafting a Tenure Law

Article 1—Tenure of School Employees

Section 1. All certificated employees who shall have been employed by the same school district for three consecutive years together with employment at the beginning of the next succeeding year, or for a shorter period if the Board of Education so desires, shall have permanent tenure until terminated by death, resignation, or retirement provided by law. The time any employee has spent in the district in which he is now working shall be counted in determining such period of employment.

Section 2. At least ninety days before the close of any probationary year, the Board of Education through its authorized representative shall provide each probationary employee who has been doing unsatisfactory work with a written statement definitely setting forth his incompetency and specifying the nature thereof, in order to furnish the employee an opportunity to correct his fault and to overcome his incompetency. If improvement satisfactory to the Board of Education has not been made within sixty days after the receipt of the aforesaid notification, the Board of Education shall have the power to dismiss the probationary employee.
(The term "year" used in Article I, Sections 1 and 2, means the amount of time out of the twelve months for which each probationary employee renders service.)

Article II—Dismissal, Demotion, or Resignation of School Employees

Section 1. No permanent employee shall be dismissed except for immorality, in-

efficiency, or incapacity because of a physical or mental condition unfitting him to instruct and/or associate with children, refusal to obey the school laws of Missouri, or the regulations prescribed by the employing Board of Education.

Section 2. Whenever it shall become necessary to decrease the number of permanent employees by reason of a substantial decrease of pupil population within the school district, the Board of Education may suspend the necessary number of said employees, but only in the inverse order of the appointment of such employees. No permanent employee, suspended as aforesaid shall be prevented from engaging in other occupations during the period of such suspension.

Such employees shall be reinstated in inverse order of their suspension. Such re-employment shall not result in a loss of credit for previous years of service. No new appointments shall be made while there are suspended permanent employees available who are adequately prepared to fill the vacancies.

Section 3. Upon the filing of written charges, duly signed by the person filing the same, with the Board of Education, charging that there exists a cause or causes for the dismissal of a permanent employee of said district, the Board of Education may, upon majority vote of all members elected, give notice to said permanent employee of its intention to dismiss him at the expiration of thirty days from the date of the serving of said notice, unless said employee demands a hearing as hereinafter provided; but in no case shall said employee be discharged without the benefit of a hearing, if he so desires.

Charges filed against a permanent employee during his respective vacation period shall be treated as filed on the first of the following school year.

Notice shall be in writing and must be served upon said employee by the Secretary of the Board of Education, or by United States registered mail addressed to said employee at his last known address.

If the said employee does not, within fifteen days after the receipt of notification, demand a hearing as hereinafter provided, he may be dismissed by majority vote of all members elected at the expiration of the thirty-day period.

If hearing is held, the accused employee may be represented by counsel. Testimony shall be taken under oath or affirmation which may be administered by any member of the Board of Education. All testimony offered by witnesses for both the claimant and the defendant shall be recorded by a competent stenographer whose services shall be furnished by the school district at its expense. Any such hearing may be postponed, continued, or adjourned by agreement of the defendant and the Board of Education. All hearings shall be public, unless otherwise requested by the accused employee.

After hearing all charges and complaints and after full, impartial and unbiased consideration of all testimony of witnesses brought by the claimant and defendant, the Board of Education shall by roll call determine whether such charges and complaints have been sustained and whether the accused employee shall be discharged. A majority vote of all members elected shall be necessary for dismissal. A written notice of the decision shall be sent to the discharged employee by registered mail within ten days after the hearing is actually conducted.

Section 4. For the purpose of examining any charge filed as provided in Section 3, the Board of Education may issue subpoenas and must do so at the request of the defendant to compel the attendance of witnesses to testify. The subpoenas shall be issued under the seal of the Board of Education and shall be signed by the Secretary thereof, and shall be served by the Secretary of the Board. If any person shall refuse to appear and testify, the Circuit Court of the county shall issue a subpoena demanding that person to appear. Any person refusing to testify shall be held for contempt.

Section 5. The Board of Education through its authorized representative may not upon its own complaint bring charge against a permanent employee for inefficiency in line of duty or causes

related thereto, unless the said employee shall have been warned in writing at least sixty days prior to the filing of the charge.

Similar charges filed by others than members of the Board of Education shall not constitute cause for dismissal upon first complaint unless a warning has previously been issued by the Superintendent.

The aforesaid warning shall be written, specifying the nature of the inefficiency with such particularity as to furnish the employee an opportunity to correct his fault.

Section 6. The Board of Education shall have power to suspend the accused employee pending the hearing, but there shall be no abatement of salary during the period of suspension.

Section 7. Any school employee under tenure who desires to resign must give the Board of Education sixty days' written notice of his intention, unless the Board shall approve of a release on shorter notice.

Article III—Salary

Section 1. There shall be no demotion in salary or type of position without the consent of the employee. If employee refuses consent, demotion shall be subject to right of hearing the same as for dismissal. This shall in no way infringe upon the right of the Board of Education to a general revision of the salary schedule

Your Committee further requests that the Chairman of this Committee serve as a member of the Legislative Committee for the specific purpose of sponsoring tenure legislation during the next session of the General Assembly.

Note: The research work for this digest was done by William Englund Committee of the Cooperative Council of Kansas City, Missouri, and to that Committee much credit is due for this report.

Salaries

The Committee last year recommended the enactment of such legislation as will require the return to the state distributive fund any moneys allocated by the state to local school districts for the payment of teachers' salaries and not used for this purpose by the close of the current school year.

Legislation was enacted at the last session of the General Assembly in accordance with this recommendation. This legislation is in effect a minimum salary schedule for the State of Missouri. Practically speaking, it provides a minimum annual salary of \$562.50 since not more than one-fourth of the minimum guar-

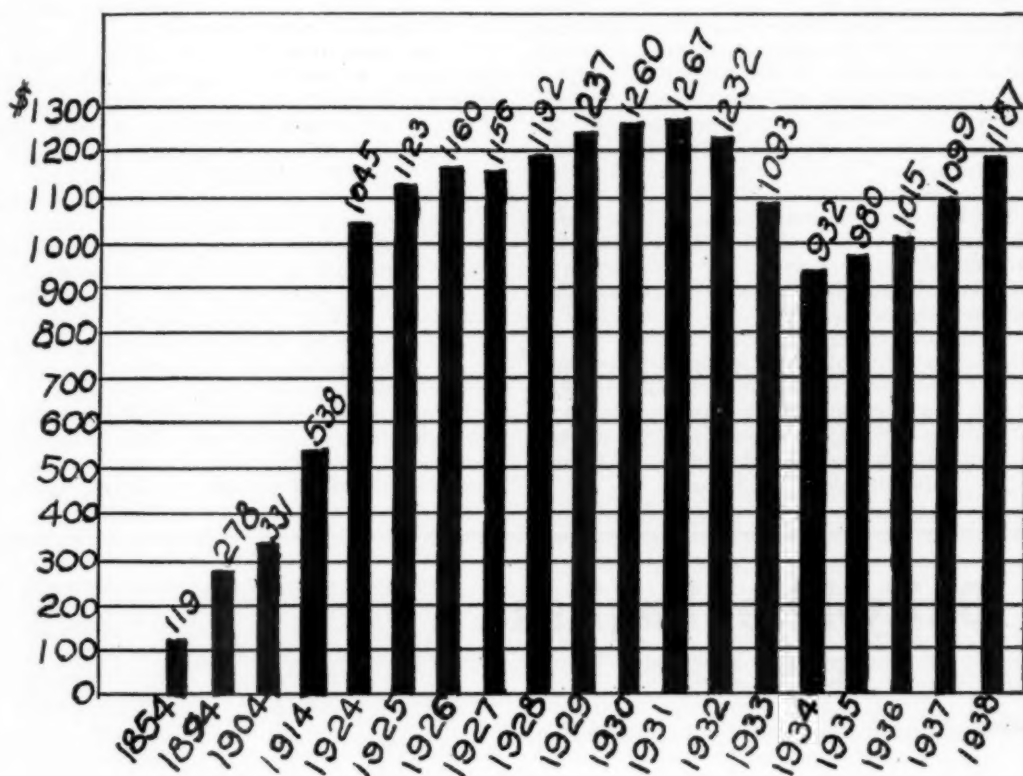
antee may legally be used for incidental purposes.

It is the consensus of the Committee that such a minimum is far too low, but nevertheless a step in the right direction.

Members of Committee:

James R. Shepherd, Chairman
Maud Woodruff
Edith Gallagher

Note—The Chairman desires criticisms, comments, and suggestions from interested persons of the state.



The average annual salaries of public school teachers in Missouri.

Report of the Committee on Professional Standards and Ethics

YOUR COMMITTEE ON PROFESSIONAL STANDARDS and Ethics feels that the present code as it now stands is adequate to meet the needs of the profession in an excellent manner. We think however a stronger effort should be made to familiarize the members of the profession with the provisions of the code.

It is suggested:

1. That a copy of the code be sent out with each membership receipt of the State Teachers Association.
2. That all teacher-training institutions have

the code discussed in their educational classes.

3. That the state superintendent and each county superintendent give a copy of the code with each teaching certificate issued.
4. That city and county superintendents see that all teachers under their supervision are familiar with its provisions and its purpose.

Respectfully submitted,
Essa Findley, Chairman
Fred L. Cole
H. S. Thompson

Report of the Committee on Legislation

THE ACTIVITIES OF YOUR LEGISLATIVE COMMITTEE during the 1939 session of the General Assembly were determined in part by a legislative program that had been outlined before the General Assembly convened, and in part by conditions that were revealed after the legislative session got under way. The legislative program had been developed by the Legislative Committee and by other committees working under the direction of the Executive Committee. The conditions referred to concerned primarily the attitude of the members of the General Assembly towards parts of our legislative program.

Legislative Program

The Legislative Committee met at Association Headquarters in Columbia on March 21, 1938, and agreed on a program for presentation to the General Assembly at its 1939 session. That program was as follows:

A. Major Objectives.

1. To bring about, if possible, the appropriation of one-third of the General Revenue for the support of public schools.
2. To seek legislation designed to increase the efficiency of the office of County Superintendent of Schools.

3. To bring about the passage of a statewide teacher-retirement law.

B. Minor Objectives.

1. Modification of our certification laws, with the object of bringing about improvement.
2. A college-training requirement for any grade of county certificate.

In line with the objectives agreed upon, the Legislative Committee requested the County Superintendents

1. To recommend a measure designed to increase the powers, qualifications, and salaries of County Superintendents.
2. To give consideration to the possible creation of a county school board in each county, having the County Superintendent as its ex-officio secretary, and clothed with power to do such things as pass on requests of low-attendance schools for State aid, close such schools when conditions justified, and approve transportation routes.

It appears that the County Superintendents, through the agency of their own Legislative Committee, gave due consideration to that request and decided to offer a single proposal;

Daily-Life English

SENIOR SERIES

The fresh modern program that

Makes training in observation, imagination, and reflection part and parcel of its whole presentation.

Centers attention on the student's use of English in lifelike situations.

Does not neglect the basic tool—grammar.

Provides much-needed help in marshaling ideas.

ENGLISH EXPRESSION

(Johnson-McGregor-Lyman)

The English Workshop

(Johnson-Bessey-Lyman)

Other books in preparation.



Ginn and Company

2301 Prairie Ave., Chicago

namely, one to increase the salaries of County Superintendents.

Pursuant to a recommendation made in the report of the Legislative Committee at the meeting of the Assembly of Delegates in St. Louis two years ago, the Executive Committee caused to be made, during the summer and fall of 1938, a study of the financing of the public schools of Missouri, out of which study it was assumed that recommendations would come for the improvement of public education in the State. During the progress of the study, Dr. Paul R. Mort, of Columbia University, New York, was brought in, and on the basis of his recommendations there was drafted a legislative proposal that would have made some changes in the 1931 school law.

The minor objectives outlined by the Legislative Committee in March, 1938, never took form. Consequently, when the 1939 session of the General Assembly convened, the legislative program of the Missouri State Teachers Association embraced the following proposals:

1. To appropriate one-third of the general revenue for public school support.
2. To secure the passage of a law designed to increase the salaries of County Superintendents.
3. To seek the passage of a state-wide teacher-retirement law.
4. To bring about some modifications of the 1931 school law, in accordance with recommendations made by Dr. Mort.

Result of our Legislative Efforts

The proposal to appropriate one-third of the general revenue for public school support came forward rather early in the legislative session as House Bill No. 175, introduced by Representative Taylor of Chariton County, who was Chairman of the House Committee on Appropriations. Although that bill moved rather slowly, and met with some opposition, it was finally passed and signed by the Governor. Late in the session an Executive message to the Senate suggested a diversion of money from the one-third appropriated to the public school to the support of the University. This suggestion was not formulated by the Legislature into a bill.

The proposal to increase the salaries of County Superintendents was made in House Bill No. 75, also introduced by Representative Taylor of Chariton County. The most active support of that measure was furnished by the County Superintendents themselves, who were given financial aid by the Executive Committee and such assistance by the Legislative Committee as conditions seemed to demand. House Bill No. 75 was finally passed by both houses of the General Assembly, but was vetoed by the Governor on constitutional grounds.

Some difficulty was experienced in finding a sponsor for the teacher-retirement proposal. Finally, however, Senator Smith of St. Joseph

agreed to introduce the measure, but frankly stated his belief that it would encounter serious opposition. The proposal ultimately appeared as Senate Bill No. 232, and was referred to the Senate Committee on Education. That Committee accorded the proponents of the measure a courteous hearing but took no action on the bill.

The original proposal for modification of the 1931 school law never was introduced, for the reason that no one could be found who would sponsor it. Several members of the General Assembly expressed sympathy with its provisions, but objected to it on the ground that it was too complicated to be understood. A modified and simplified form of the proposal finally was introduced by Senators McReynolds of Carthage and Kinney of St. Louis, as Senate Bill No. 262. At a hearing on the bill before the Senate Committee on Education, there was such a sharp division of opinion between its proponents and its opponents that the committee refused to take any action on it.

The result of our legislative efforts at the last session of the General Assembly may be summarized very briefly. Two of our proposals were passed, and two died in committee. Of the two that were passed, one, the county superintendents' salary bill was vetoed by the Governor.

A Proposal Not On Our Legislative Program

One bill of considerable merit that was passed and that makes a rather far-reaching change in the 1931 school law, was not a part of our legislative program at the 1939 session of the General Assembly, although it had been sponsored by the Missouri State Teachers Association at the 1937 session. That was House Bill No. 370, introduced by Representative McDaniel of Dunklin County, which was identical, except for dates, with House Bill No. 376, introduced by Representative Divine of Cooper County at the 1937 session of the General Assembly. The bill merely provides that if a district fails to spend any year for school maintenance an amount as great as the amount it realizes from its minimum guarantee, the shortage shall be deducted from its apportionment the next school year. The purpose of the bill is to prevent districts from hoarding or spending for purposes other than school maintenance what they are guaranteed by the State for school maintenance purposes.

Conclusion

It may seem from what has been said that we have little to show for our efforts at the 1939 session of the General Assembly, but such is not the case. We can point with pride to these things: (1) that the time-honored custom of appropriating one-third of the general revenue for public school support was not broken; (2) that nothing was done which will have the effect of lessening the amount of money going into the general revenue fund; and (3) that no law

detrimental to the cause of public education was passed.

We deeply regret that the Governor felt obliged to veto the county superintendents' salary bill, and hope that a similar measure may fare better at the next session of the General Assembly.

As regards the remainder of our legislative program, we are convinced that our efforts were hopeless from the start. On measures of such importance as a teacher-retirement proposal or a proposal for a major modification of the 1931 school law, members of the General Assembly usually do not act until they have sought advice from the people back home. Consequently, such measures are won or lost by an appeal to public opinion. If we seek such legislation, we must first convince the public that what

we propose is in the public interest. After we have convinced the public, we shall have little difficulty in convincing the members of the General Assembly.

Members of Committee:

M. B. Vaughn, Chairman
John W. Edie
C. H. Hibbard
Philip J. Hickey
L. B. Hoy
Heber U. Hunt
George Melcher
E. T. Miller
Roger Smith

Advisers:

A. G. Capps
Lloyd W. King
W. H. Ryle

IMPORTANT CONVENTIONS

JANUARY

- 11 Department of Superintendence of M. S. T. A. 27th Annual Meeting, Columbia, January 11-12, 1940.

FEBRUARY

- 21 National Vocational Guidance Association; Annual Convention, St. Louis, February 21-24, 1940.
- 24 American Association of School Administrators, St. Louis, February 24-29, 1940.
- 25 National League of Teachers' Associations, St. Louis, February 25-27, 1940.
- 29 American Association of Junior Colleges National Convention, Columbia, February 29-March 2, 1940.

MARCH

- 30 Third State Student Assembly, Jefferson City, March 30.

APRIL

- 29 Association for Childhood Education; 47th Annual Convention, Milwaukee, April 29 to May 3, 1940.

JUNE

- 30 National Education Association; Annual Convention, Milwaukee, June 30 to July 4, 1940.

NOVEMBER

- 6 Missouri State Teachers Association Annual Convention, Kansas City, November 6-9, 1940.

IMMEDIATE OPENING

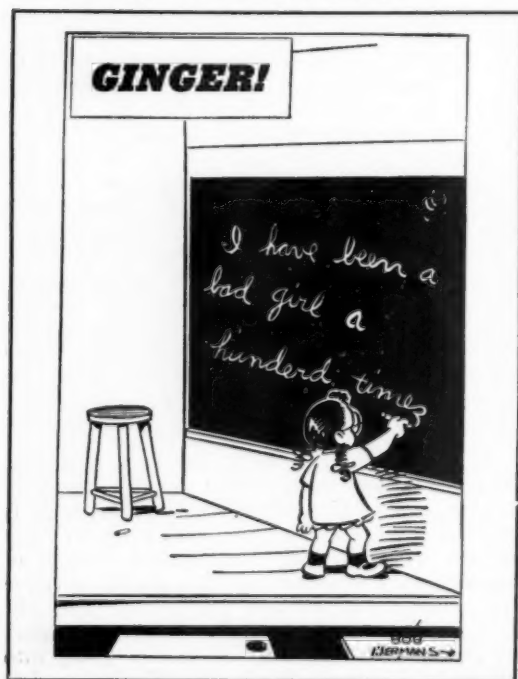
for School Man or Woman of character and personality to sponsor Program for Character Education to schools. Recent state approval. Reply fully as to education and experience.

John Rudin & Co., Inc.,
322 Lathrop Bldg., Kansas City, Mo.

INDEX TO ADVERTISERS

Alka-Seltzer	41
Allyn and Bacon	Fourth cover
Ginn and Company	46
Household Finance Corporation	3
Kansas City Power and Light Company	2
Keystone Trailer and Equipment Company	6
Macmillan	1
Pupils' Reading Circle	Second cover
Rudin & Co., Inc., John	48
University of Missouri	Third cover
Winston Co., John C.	5

SCHOOL AND COMMUNITY



UNIVERSITY OF MISSOURI

1940 SUMMER SESSION

June 10 — August 2



CALENDAR

June 10	Monday, registration
June 11	Tuesday, class work begins, 7 a. m.
July 4	Thursday, Independence Day, holiday
July 28	Sunday, Baccalaureate address, 11 a. m.
August 2	Friday, summer session class work closes, 4 p. m.
August 2	Friday, Commencement exercises, 8 p. m.

Courses will be offered in the following departments:

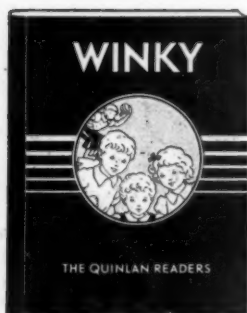
Accounting and Statistics	English	Philosophy
Agricultural Chemistry	Entomology	Physical Education
Agricultural Economics	Field Crops	Physics
Agricultural Engineering	French	Physiology
Anatomy	Geography	Political Science and
Animal Husbandry	Geology	Public Law
Art, Theory and Practice, and History of Art	Germanic Languages	Poultry Husbandry
Botany	History	Psychology
Chemistry	Home Economics	Religion
Classical Languages and Archaeology	Horticulture	Rural Sociology
Dairy Husbandry	Journalism	Sociology
Economics and Finance	Mathematics	Soils
Education	Music	Spanish
Engineering	Nursing	Veterinary Science
	Pathology, Bacteriology and Preventive Medicine	Zoology

Complete University facilities will be available for a well-organized program of study on the undergraduate or the graduate level. In addition to courses offered in the various departments, the program will include concerts, plays, assemblies, conferences, observations, demonstrations, and recreational opportunities.

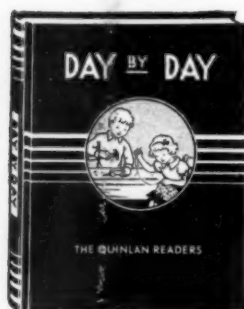


For information about the summer session program, address:

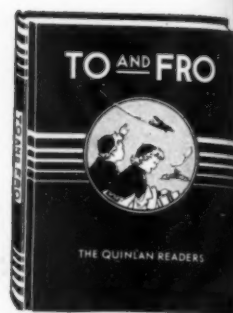
DEAN THEO. W. H. IRION
Director of the Summer Session
UNIVERSITY OF MISSOURI
Columbia, Missouri
Desk 1



Pre-primer



Primer



First Reader

NEW READERS FOR GRADE ONE

WINKY, a new pre-primer by Myrtle Banks Quinlan, is the first of the basal series of Quinlan Readers. It combines attractiveness with the practical features required by the best teaching.

Outstanding features which distinguish **WINKY** from all other pre-primers are: highly legible streamlined print, new words listed in the color band at the foot of each page, test pages at the conclusion of the stories, two songs whose appealing melody and familiar vocabulary make them an integral part of the reader.

Other unique features are: the letters of the alphabet in the border of a song; the rhythmic phrasing of the reading which helps lay a foundation for phonics; the close harmony between illustrations and text.

DAY BY DAY, the primer, continues the story of **WINKY** with the same unique features. But instead of two songs there are five—instead of 48 pages there are 160.

TO AND FRO, the first reader, carries forward the story with the same characters as **WINKY** and **DAY BY DAY**. It has, however, 192 pages and five songs. A continuous story runs throughout the series of the three books. The vocabulary, carefully controlled as to quality, quantity, gradation, and repetition, is the child's own.

ADVENTURES IN SCIENCE, by Carpenter, Bailey and Baker, the first book of the Rainbow Series of science readers, is the simplest, most attractive, and most scientific of science readers for first grade. Primarily a science text, it meets every essential standard of a basal reader. The text is in verse and rhyme. The pictures are reproduced in four colors from actual photographs. Animated drawings at the foot of the page present important science concepts. Both the text and subject matter are within easy reach of the intelligence of the first grade pupils.



Allyn and Bacon

Boston

New York

Chicago

Atlanta

Dallas

San Francisco